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ABSTRACT

Recommendations of a 1980 symposium on English as a second language (ESL) programs for Southeast Asian adult refugees and immigrants in Canada are discussed, along with six principles toward a Canadian policy for providing ESL training to this population. Ten major points of the 53 recommendations of a position papers of Teachers of English to Speakers of Other Languages (TESL) Canada are presented, along with a brief introduction to TESL Canada and background information to the TESL Canada position paper. It is recommended that language training be recognized as the key factor in immigrant integration and should be made explicit through new federal language-training policy that integrates social and employment rationales. A two-stage post-arrival model is also advocated that would involve a full-time, 3-month (300-hour) reception program combining survival English with native-language orientation services, as well as occupational assessment and career counseling. It is recommended that the new Canadian language-training policy should adhere to six basic principles set out by TESL Canada: accessibility to ESL training, flexibility and sufficiency, coordination, support for settlement services, Canadian content in the ESL Program, and the key role of the ESL profession. Appendices include: a 1981-1982 TESL Canada Directory, a list of recommendations from the 1981 Greater Toronto Southeast Asian Refugee Task Force Report, a summary of recommendations to the federal government, and a bibliography. (SW)

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TESL CANADA

Teaching English as a Second Language Across Canada

POSITION PAPER

THE PROVISION OF ENGLISH AS A SECOND LANGUAGE (E.S.L.) TRAINING TO ADULT NEWCOMERS: SIX PRINCIPLES TOWARD A NATIONAL POLICY

INCORPORATING A REPORT ON THE DECEMBER 3,1980 SYMPOSIUM ON THE PROVISION OF E.S.L. TO ADULT REFUGEES FROM SOUTHEAST ASIA, SPONSORED BY TESL CANADA AND TESL ONTARIO

Prepared by the TESL CANADA Action Committee

December 1981

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Acknowledgements to the TESL CANADA Action Committee:

Ian Martin (Chairman) Ontario)
Laura Ho (Alberta)
David Darvill (Manitoba)
Myra Thorkelson (P.E.I.)
Barbara Reddy (Nova Scotia)
Joyce White (Newfoundland)
Joanne Zikman (Saskatchewan)
Mary Ellen Belfiore (Ontario)
Bill McKenzie (British Columbia)

A Note on our use of the term 'national'.

Our position paper refers only to those parts of Canada where the language of newcomer reception settlement and language-training is English. Therefore, a similar paper by our colleagues in Quebec or elsewhere where French is the main language of newcomer integration, would have equal justification to be termed 'national' (for French) just as ours is 'national' (for English).

It should be mentioned that, by mutual agreement on this policy area, there was no representative from SPEAQ working with the Action Committee in the preparation of this paper, since SPEAQ is not involved in language-teaching to newcomers.

The TESL CANADA Action Committee, après la consultation nécessaire avec la S.P.E.A.Q., serait très disponible à toute dialogue avec nos collègues qui s'occupent professionellement de l'intégration sociale et économique des nouveaux-venus au Québec.

BRIEF SUMMARY OF THE MAIN RECOMMENDATIONS IN THE POSITION PAPER

There are severe problems with Canada's current policy of English language-training for immigrants and refugees. The TESL CANADA position paper lists 53 recommendations to address these problems. The following ten points represent the highlights of the recommendations:

1. Language training should be recognized as the key factor in immigrant integration, and this recognition should be made explicit through a new federal language-training policy which integrates 'social' and 'employment' rationales and adheres to six basic principles set out by TESL CANADA: accessibility, flexibility and sufficiency, coordination, support for settlement services, Canadian content, and the key role of the ESL profession.

2. TESL CANADA recommends a two-stage post-arrival model:

   Stage I: a full-time, three-month (300-hour) reception program entitled WELCOME TO CANADA, combining survival English with native-language orientation services. WELCOME TO CANADA would be available to all adult newcomers regardless of sponsorship status, and universal accessibility would be ensured by the provision of an adequate living allowance, day care and transportation.

   Stage II: A careful Occupational Assessment and Career Counselling interview (in the newcomer's native language) should result in an initial Manpower decision which must include a recommendation for some form of further (Stage II) language training.

   Stage II language-training options should embody the principles of flexibility and sufficiency and TESL CANADA offers a preliminary list of Manpower/vocational programs which more closely

link language-training and employment opportunities, a notable example of which is the Industrial Language Training/English in the Workplace concept. The principles of sufficiency and flexibility require that State II options should be available sequentially.

3. The private sector and organized labour should be encouraged to become more involved in the provision of language training. To this end, a massive effort should be made to promote such concepts as Industrial Language Training/ English in the Workplace, work-study programs, and paid educational leave.

4. A form of contract-compliance should be instituted whereby any employer wishing to be directly referred newcomers at the Stage II level by a Canada Manpower Centre must agree to set up an Industrial English/English in the Workplace Program before the employer would qualify for such referrals.

5. ESL accessibility should not be tied down to any arbitrary 'settlement period', but available as a facet of life-long or second-chance learning. This approach would increase the opportunities for the backlog population of limited-English speakers in English Canada, almost 90% of whom are functionally illiterate.

6. Accessibility to ESL should be a basic language right. It may also be seen as a civil right, a labour right, an educational right and an equality right. To ensure that these rights are protected, an appeals board should be available to review complaints by newcomers who feel these rights have been denied them.

7. Special attention is necessary to ensure universal accessibility, flexibility and sufficiency for immigrant women, young adults, seniors, newcomers to special or remote geographical areas, intermediate-level newcomers, refugees and foreign domestic workers.

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7. Special attention is necessary to ensure universal accessibility, flexibility and sufficiency for immigrant women, young adults, seniors, newcomers to special or remote geographical areas, intermediate-level newcomers, refugees and foreign domestic workers.

8. The TESL CANADA Council should be upgraded to the status of a Standing Conference, supported by a national office capable of acting as a clearing-house of information on all aspects of language-training for adult immigrants and refugees. A top priority of the Standing Conference and national office would be to develop, from the perspective of the ESL profession, guidelines for applied research, programme description and evaluation, and pilot projects with respect to the new policy, particularly in relation to more closely relating language-training and the world of work.

9. If the new federal language-training policy is to be truly effective at all levels, from policy formulation to delivery, the key roles of the E.S.L. professional and the E.S.L. professional organizations should be recognized in the formulation, implementation and evaluation of the new policy.

10. Financial support for Community Service Agencies should be increased for community agencies providing settlement services to immigrants and refugees.

Part I

TESL CANADA - a brief introduction

Formed in 1978, TESL CANADA is the only Canada-wide association of those active in fulfilling one of Canada's most vital needs as a bilingual, multicultural country: the provision of opportunities for all those Canadians, old and new; children and adults; immigrants, francophones and native people, for whom English is not the first (mother) language, so that they may acquire competency in the spoken and written modes of English, their second language. The initials TESL stand for Teaching English as a Second Language.

TESL CANADA is itself a confederation of the eight existing provincial professional ESL associations and representatives from the "non-organized" provinces. On the TESL CANADA Council, there is a provision for non-voting representation from the federal and provincial governments. (see appendix for a list of the current members of the TESL CANADA Council.)

As of 1981-82 there are more than 5,000 members in TESL CANADA's constituent member associations, which are:

B.C. TEAL	(British Columbia)
ATESL	(Alberta)
SCENES	(Saskatchewan)
MMLA (ESL)	(Manitoba)
TESL ONTARIO	
SPEAQ	(Quebec)
TESL NEWFOUNDLAND	

Each of the provincial associations holds an annual provincial ESL conference, one of which is designated as the annual TESL CANADA conference. The first national conference was held by SPEAQ, in Montreal, 1979, the second by B.C. TEAL, in Vancouver, 1981, and the next will be hosted by ATESL in Edmonton in March 1982.

Background to this TESL CANADA Position Paper

In 1979, the ESL profession in Canada became sharply aware, as did our colleagues in the U.S., Britain and Australia, of the inadequacies revealed in our system of language-training settlement services, cultural integration, and job training and upgrading, strained as it was in the unprecedented influx of refugees from South-East Asia. The flaws and gaps in Canada's language-training policy for newcomers, based on a pair of obscure and outdated federal-provincial agreements applied in checkerboard fashion across the country, could no longer be ignored. The basic problem of "not enough newcomers getting not enough English" had, of course, always existed, but never so glaringly or on such a nationwide scale as in 1979-80.

True, emergency funds were broken out and special 'refugee task forces' sprang up here and there to cope with the most essential of the settlement problems of the Boat People, but these efforts, however worthy in themselves, appeared more as temporary stop-gap measures than agents of change. Perhaps more lasting will be the enormous increase in public awareness about immigration, settlement and E.S.L. issues. Many thousands of average Canadians, who had never heard the initials E.S.L. before, were forced, as private sponsors, to direct "their" refugee family to ESL classes or even help them themselves to bridge the language gap. Public awareness of the critical role of ESL in immigrant settlement was never greater than in 1979-80 and even though the Boat People are no longer front-page news, that awareness continues to be strong.

The Canadian ESL professional community learned as much as, if not more than, any group from the Boat People. After all, we were often the first Canadians, apart from the sponsors, that the Boat People met, and we spent

more time with them in those critical early months than most sponsors, learning how to help them put into our outlandish toneless words their needs, their feelings about this new land, their ghastly stories.

We learned an immense amount from these people. A lot about them but even more about us, about our E.S.L. policy above all, and it was incumbent upon us, as professionals, to profit from that learning and do our part so that future newcomers may enjoy a system of language provision which will be more flexible, more accessible, more sufficient, more coordinated, more Canadian and more professional than that available to the Boat People.

The specific form in which the Canadian ESL community took to document and evaluate the language-training policy on a Canada-wide basis began with an invitation in March, 1980, by TESL Ontario to TESL CANADA to sponsor a National Symposium on Second Language Provision to Adult Southeast Asian Refugees, subtitled Toward a National Policy for Immigrants. This Symposium was co-ordinated and chaired by Professor Ian Martin of Glendon College, York University, (then) Vice-President of TESL Canada.

Invitations were sent out through all provincial associations as well as to the U.S., Britain and Australia, and generous support was provided by the Multiculturalism Directorate, Secretary of State, Ontario Region, to bring in speakers identified as being closest in touch with the refugee situation. (a list of the Symposium speakers is contained in the Appendix)

Through support from the British Council, Ms. Sandra Nicholls, Director of Adult Language Schemes for the Inner London Education Authority, attended the Symposium and presented a paper to the TESL Ontario Conference on the U.K. experience in adult immigrant language training and settlement.

The National Indochinese Clearing-house of the Centre for Applied Linguistics, Washington, D.C., and the U.N.H.C.R. Geneva supplied comparative settlement and language education material from the major immigrant-receiving countries. The Australian High Commission, Toronto, generously provided descriptions of current Australian settlement and language education practice, as did Professor Freda Hawkins of the University of Toronto. The Symposium had access to the files of the Greater Toronto Southeast Asian Task Force and of Operation Lifeline, Toronto. Policy background material was forthcoming from CEIC and the Secretary of State (Citizenship Registration), the Newcomer Services Branch and the Indochinese Refugee Settlement Unit, Ontario Ministry of Culture and Recreation. In addition, support was received from the refugees themselves, through their community service associations, some of which prepared special briefs for the Symposium. Over 100 pages of background reading material were sent out to pre-registrants to the Symposium.

The Symposium was held on December 4, 1980, at the Sheraton Centre, Toronto, the day before the TESL Ontario Conference. Over 200 people attended to hear the morning panel discussions, geographically-representative speakers, and participated in 22 working sessions each one dealing with a different facet of the problem. These sessions bore such titles as:

- After 24 weeks - what?
- Citizenship education within ESL
- Job retraining - trade skills
- refugee professionals
- refugee education in the transit camps abroad
- problems of ESL in rural areas
- ESL support in smaller urban centres
- refugee youth
- integrating Vocational ESL into the Manpower program
- English in the Workplace
- Work Experience training for ESL students
- public awareness
- issues in teacher training
- issues affecting refugee and immigrant women

- settlement agencies and employment assistance
- literary recommendations
- continuing education supplements to the full-time ESL program

In addition, one working session discussed an early draft of the ESL and employment portions of the Greater Toronto Southeast Asian Refugee Task Force Report, kindly provided by its executive officer and editor, Michael Quiggin. Dr. San Nguyen of the Royal Ottawa Hospital conducted a session on ESL and mental health, and the afternoon's keynote speaker, Professor Freda Hawkins of the University of Toronto's Dept. of Political Economy, offered an overview of policy options for Canada in the light of her recent comparative-systems research of Canada and Australia.

In total, over 100 issues and recommendations were defined and recorded by the working sessions and were officially received by the two sponsoring associations, who then undertook to coordinate a process of consultation and further documentation across the country. An early report of the Symposium was published in the February 1981 issue of Contact and summarized the main findings under the headings 'problems' and 'recommendations'.

Some of the problems identified were:

1. The initial Manpower period is insufficient even for the limited objective of facilitating entry into the job market.
2. The Manpower provision is even less successful in providing sufficient English to "unlock" the skill for which the refugee or immigrant was selected.
3. The lack of a universally-accessible scheme seriously disadvantages immigrant and refugee women.

4. There is no effective collaboration or coordination of the various disparate components of the overall adult ESL effort, whether
   a) between Manpower and the Secretary of State;
   b) between the provincial ministries involved;
   c) between the federal and provincial governments.

   In marked contrast to Canada's immigration policy, which was accorded rather high marks at the symposium, the patchwork of intergovernmental agreements which passes for resettlement policy is a serious impediment to rational manpower planning for the '80s.
5. There has been insufficient attention given to the relationship between language programmes and employment.
6. There has been a lack of consistency among levels of proficiency from programme to programme; and a lack of coherent standards from institution to institution.
7. There have been few programmes for special students, such as the elderly, or those illiterate in their first language.
8. Few programmes provide day care facilities.
9. There has been a lack of clarity in the recognition of ESL teacher competence.
10. Insufficient attention has been given to special geographical areas, such as the suburbs, smaller metropolitan areas, and rural areas, in terms of support networks and coordination of effort.
11. Larger Metropolitan areas, such as Metro Toronto, need a more comprehensive approach to rationalize and integrate the total ESL effort.
12. A growing number of refugees are suffering from depression, which may be a reflection of the inadequacies of the resettlement process, including the variable of language and welcoming/orientation provision.

13. Programming is often insufficiently related to the refugees' lives, learning styles, and psycho-social reality.

Some key recommendations

1. That <u>all</u> adult refugees and immigrants, whether classified as bound for the labour force or not, should be eligible for a basic initial period of language-and-orientation. Universal access should be guaranteed by the provision of training allowances and day care.
2. The content of this initial programme should include an expanded definition of orientation or "citizenship-ESL," such as that proposed by D'Arcy Phillips of Manitoba, and draw upon the concept of VESL (Vocational ESL), as recommended by the Maureen Hynes/Janna Fox group.
3. That there be a cross-Canada standardization of the Manpower training period for ESL to 24 weeks (it varies considerably from province to province).
4. That the skill or profession for which a newcomer was selected abroad <u>should</u> be "unlocked" if that aspect of our immigration policy is to make any sense, and that sufficient post-initial language-training be provided for this to occur. We professionals should develop VESL, EOP, EAP and other such programmes (which could fall under existing CEIC-Manpower guidelines) to this end.
5. That ESL and orientation programmes be begun in the refugee camps abroad.
6. That the concept of English in the Workplace be endorsed and provincial and cross-Canada networks be established.
7. That ESL Literacy be placed on a firm footing with an active information exchange, training courses, adequate funding, special learning centres and programme standards.

In February 1981, the massively researched final Report of the Greater Metropolitan Southeast Asian Task Force appeared, containing eight Employment and ESL recommendations, refined in the light of the Symposium. (see appendix)

TESL Ontario, for its part, referred the 100 Symposium recommendations to its Action Committee, who reworked them into a document, Recommendations from the Symposium on Southeast Asian Refugees, which was submitted as a brief to Ontario provincial and regional federal authorities in April, 1981.

TESL CANADA, at its annual executive meeting held in Vancouver, March 1981, referred the Symposium recommendations to a newly-created Action Committee, under the chairmanship of Ian Martin, in order to coordinate a national response. Each provincial association was asked to nominate one person to this committee, who would be responsible for bringing that province's response to a subsequent national meeting.

Once this stage was complete, a full meeting of the Action Committee was called for July 3-5, Toronto, to discuss and draft a national position paper.

Apart from the raw material provided by the Symposium, there had been by this time other events which helped focus the Committee's work. On March 21, 1981, in Toronto, at a National Conference on Immigrant Women, both the Hon. Lloyd Axworthy, Minister of Employment and Immigration (then) Minister of State Responsible for the Status of Women and the Hon. James Fleming, Minister of State for Multiculturalism, spoke out on the need for an improved language-training system for immigrant women.

James Fleming spoke eloquently on the problem of discrimination against immigrant women, who are denied access to language training under the present policy:

> While the entrance into the Canadian mainstream by the so-called "bread-winner" and the children of immigrant families has been given priority by the Canadian system, the woman has often been left in isolation, ignored and neglected.
>
> Surely it's as important for the Greek woman to learn English so that she can escape a low-paying dead-end job and communicate with her children as it is for her husband. (Toronto Star, Mar. 25, 1981)

In a more specific way, Lloyd Axworthy indicated, for the first time publicly, that the federal government was undertaking a major policy review of language training, and his statements are worth quoting at some length:

> The present federal government is committed to the pursuit of equality for women and to pursue progressive initiatives in response to the needs of women... (p.1).
>
> The question is, what can be done to help women who have recently arrived in Canada to become fully participating members of society as quickly as possible? (p.2)
>
> At the federal level responsibility for immigrant settlement and adaptation is shared by the Employment and Immigration Commission and the department of the Secretary of State. The Commission is responsible for the integration of immigrants into the labour force, while the Secretary of State is responsible for their long-term social and cultural integration. That division of responsibilities was set out in 1974 and does not fit well with some of the realities of 1981. (p.3)

The Minister then announced that the CEIC and the Secretary of State had started an "extensive review" which would result in "some new directions in settlement policy", and, with respect to language training, noted that

> In the array of government services available to new immigrants, none is more important than language teaching. (p.3)

> At present the government does not have a comprehensive federal policy on language training for immigrant women. My commission provides a language training through provincial institutions for those immigrants who want to go directly into the labour market. And the Secretary of State Department provides language training and courses through provincial institutions to prepare immigrants for Canadian citizenship. But neither program explicitly recognizes language training as the key factor in immigrant integration.

Unskilled immigrant women, the Minister noted, "the most economically vulnerable immigrants" derive little benefit from existing language training programs. They would qualify for CEIC language-training "providing they intend to enter the workforce and their lack of language skills is preventing them from securing employment in their usual occupation", but the unskilled "will likely not qualify for language training because ability (- inability ed.) to speak English or French is not the reason she cannot get a job." She is unable, working long hours, to attend the part-time classes, nor is she able to qualify for vocational training "because of her lack of fluency in English or French". Even if she qualified for CEIC intensive language training, the Minister pointed out, "she will not receive a living allowance if she is a family class immigrant or a privately-sponsored refugee," (p.5)

Having so accurately delineated the terrible dilemma in which immigrant women to Canada find themselves (the full text of portion of the Minister's speech concerning language programs is given in an appendix), the following important - perhaps even historic - announcement was made:

> To fill the gaps and remove the barriers in our program criteria, we are now working on the development of a new integrated language training program available to all immigrants on demand. The main objective will be integration into Canadian society; labour force attachment or citizenship certification would be ancillary objectives.

These statements by the two Ministers supplied a focus for TESL CANADA's efforts: to contribute as the professional association ultimately responsible for delivering an "integrated language training program" and to make the federal government and others aware of our collective response to this historic national challenge and opportunity.

Especially interesting was the Minister's requirement that the new "integrated language training program" would be "available to all immigrants on demand" - since proposals for "universally accessible" language training had been strongly made at the Symposium, and elsewhere.

In Ontario, Joint Task Force on Immigrant Women (1979, but released Sept. 1980), had in its Report, directed a number of recommendations to the federal government, making a similar plea for making intensive English classes available to women who have immigrated as "assisted relatives" or "family class", as did the Ontario Council of Agencies Serving Immigrants (O.C.A.S.I. 1980) Report on the ISAP program.

The Committee was also helped by being provided with copies of a major brief by Directions ESL in cooperation with Agencies Serving Immigrants, entitled Immigrant Settlement Services in Vancouver, (May, 1981) which made a number of recommendations towards universal availability of English Language Training classes, improved settlement services and greater relevance of language training to the Canadian labour maker, women's rights under the Labour Code and Human Rights Legislation. [see appendix for Summary of Recommendations to Federal Govt.]

We also had the advantage of reports presented to the Parliamentary Task Force on the Constitution, in the area of language rights and, again with documentation from B.C. TEAL, became more aware of the key limitations upon the language rights of 'unofficial' language speakers. (see below)

All these post-Symposium developments were fed into the TESL CANADA Policy and Action Committee Meeting in Toronto in July, and the core of the present position paper (Part II) is the product of that meeting.

The position paper in its final form is the product of collaboration between the chairman of the Policy and Action Committee, the President of TESL CANADA, Professor Nicholas Elson of York University.

The only major new document considered during this final period (July - November 1981) was, despite its almost total silence on the ESL issues of concern to us, extremely relevant, advocating in large measure for all Canadians what our paper sought to do for the special population of English-language-learning adults. We refer to the Report of the Parliamentary Task Force on Employment Opportunities for the 1980s, chaired by Warren Allmand, M.P., and a brief look at the implications for ESL which emerge from that report might be appropriate.

The Allmand Task Force Report: Implications for E.S.L.

The Allmand Task Force was established in May 1980 by Parliament with three-party participation, to gather evidence from the grass roots during 1980-1 on employment opportunities for the '80s, and to undertake a critical analysis of existing employment and training policies.

The Task Force found, as TESL Canada has found, that, in large measure, the policies and programs of the Department of Manpower and Immigration are a failure, and made 186 important recommendations in the areas of national coordination of employment and training, full employment strategy, increased and more flexible occupational training and apprenticeship, on-the-job training, federal direct-job creation with a training element, and affirmative action for women, natives, minorities and the handicapped.

In an important set of recommendations relating to literacy, the Task Force, to their great credit, recognized that a labour policy for the 1980's must be designed to "fully utilize all potential human resources in Canada". They recommend, for instance, that the federal government work with the provinces and interested groups to "erase the functional literacy that presently exists for many" (#14), that CEIC "should increase, not reduce its Basic Training for Skills Development program" and/or "in cooperation with other organizations, provide increased funding to help reduce the Canadian illiteracy problem" (#15), and

> that Canada should adopt a ten-year National Right-to-Read Program operated by the federal and provincial governments and private and voluntary organizations, which would involve a major increase of funds for such programs as BTSD. (#16).

Important as all these Task Force recommendations are, since they recognize the extremely serious problem of functional illiteracy throughout the country for speakers of our two official languages, the Task Force unfortunately made no explicit recommendations to help adults whose first language is other than English or French acquire the same standard of literacy (and, one would need to add, an equivalency in spoken English ability) proposed for our official-language-speaking population.

The Task Force's definition of functional illiteracy follows that of the Canadian Association of Adult Education and the Movement for Canadian Literacy, that is "that part of the population, 15 years and older, not attending school full time and with a level of education less than grade nine". By this definition, the level of functional illiteracy in an official language by speakers of un-official languages is almost 90%, (compared to a 28.4% average for the whole population, a 50% score for Indians and Inuit and 54.9% for French-speaking Canadians), 1976 figures.

There can be no other conclusion than that offered by the Task Force that Canada's efforts to provide for a recognized standard of adult basic education and literacy have failed, and failed massively. They have failed for the official-language speaking populations, and the Task Force addresses many of the reasons for our failure in this area. They have failed dramatically for our non-official language populations, especially immigrant adults.

Without going into a detailed analysis of the individual Task Force recommendations which only contain implications for E.S.L. and employment, TESL CANADA feels that the following global recommendations should be made:

1. THAT ANY NATIONAL PLANNING FOR IMPROVED TRAINING FOR EMPLOYMENT OPPORTUNITIES, AS ENVISAGED BY THE RECOMMENDATIONS OF THE TASK FORCE, SHOULD INCLUDE SUFFICIENT ENGLISH LANGUAGE-TRAINING SUPPORT FOR ADULTS WITH LIMITED WRITTEN AND/OR SPOKEN COMPETENCY IN ENGLISH AS A SECOND LANGUAGE. SECOND-LANGUAGE LEARNERS MUST NOT BE LEFT BEHIND.

2. THAT THE FEDERAL GOVERNMENT PAY SPECIAL ATTENTION TO SUPPORTING THE LITERACY RECOMMENDATIONS MADE BY THE TASK FORCE (RECOMMENDATIONS 14-20) AND EXTEND THE SCOPE OF THEIR SUPPORT FOR THESE RECOMMENDATIONS TO INCLUDE JOB READINESS, TRAINING AND RETRAINING FOR THOSE SPEAKERS OF ENGLISH AS A SECOND LANGUAGE (I.E. IMMIGRANTS, REFUGEES AND NATIVE PEOPLES) NOT MENTIONED IN THE REPORT.

There must, in other words, be a system-wide recognition that any major restructuring of Canada's Manpower training policy must include a language-training component so that adults of non-English-speaking background will be able to compete on an equal footing with other Canadians participating in training and retraining for the employment challenges ahead.

The fact that English Canada's adult ESL immigrant population is already far behind the rest of the country in terms of basic education is paralleled by a recent study (Lanphier, 1981) showing that they are well behind the average in labour force participation, and equality of job status. While this situation may be comforting to some, proving that immigrants don't displace Canadians from jobs, since they accept "the jobs Canadians don't want", the depth of the federal government's committment to social justice must be questioned actively, since it denies, indeed has cut back on, immigrants' access to English-language training, which has the effect of making them highly vulnerable to exploitation, and tends to alienate them from mainstream society.

To avoid a dangerously "split-level" outcome of the Allmand Task Force recommendations, compounding the existing stratification in education and in the work force, major new initiatives are urgently needed, which this position paper attempts to delineate.

ESL - a neglected language right

Another important development in the Symposium follow-up was TESL CANADA's being made aware of initiatives on the part of two provincial associations - B.C. TEAL and TESL Ontario to begin to extend the definition of 'official language rights' beyond the traditional context of 'first-language rights' into that of 'second-language rights'.

These initiatives were taken to counteract the obvious discrimination by the Official Languages Act and federally-funded programs such as the Summer Language Bursary Program against learners whose mother tongue is neither English nor French, but who wish to acquire English or French as their first official language. One need only contrast the massive federal funding for French immersion programs in English Canada, helping children who already have one official language to acquire the other, with the total absence of federal funding for programs to help immigrant children acquire their first official language.

To borrow an image from North-South rhetoric, imagine two children one with a pair of running shoes and one barefoot. The federal government has a pair of running shoes to distribute but, rather than give a pair of shoes to the barefoot child, it decides to give a second pair - a different style, perhaps - to the child who already has a pair. Can Canada really afford such a policy of 'elite bilingualism' when the children of immigrants are barefoot?

The Summer Language Bursary Program is off limits to immigrant students who need to study ESL (or FSL,for that matter) as their first official language; this is clearly discriminatory and further evidence of official-language-group favouritism.

Perhaps it is the 'Elections Steering Committee' of Directions ESL (B.C. TEAL) who expressed the dilemma most eloquently:

> The 'Official Language Act' gives equal recognition to French and English as the official languages of Canada. It follows then that access to any and all of the institutions in this nation requires that each individual acquire one or both of these languages. One third of our people speak a language other than French or English and many of these adults and children need official language instruction (English as a Second Language or French as a Second Language and are being denied this basic right. The current policy of the federal government is to only fund short-term programs for newly arrived ADULT landed-immigrants. A great number of immigrants in need of instruction depend entirely on the educational resources and policy of the province in which they live; the RIGHT to official language instruction becomes a matter of luck.

This perception would appear not to have changed in any way as a result of the Constitutional Resolution of December 2, 1981. There are no second-language educational rights, no language educational rights for adults, no rights for landed immigrants, no non-official language rights, no language rights for native people. Many commentators believe that there are fundamental weaknesses even in the official minority language educational rights clauses, which will prevent real improvement for francophones outside Quebec and New Brunswick or Quebec's anglophone population.

Nevertheless, the claim by the Elections Steering Committee of Directions ESL, that basic language rights are being denied is, in TESL CANADA's view, a valid one and worth pursuing at all levels and by all possible means. Therefore, as a preliminary step in this exercise, and operating within its constitutional mandate to explore and promote policy options at the national level, for the purpose of ameliorating the learning opportunities for the clientele we serve, who, in our view are clearly discriminated against under the Official Languages policies of the federal government, TESL CANADA will attempt to explore,

through the office of the Commissioner of Official Languages, ways of clarifying our concerns for E.S.L as a language right in the light of guidelines established through the Official Languages Act, the new Constitution and federal policies promoting the use of and accessibility to English, as one of our official languages.

The result of this process of clarification will be to determine the viability of the concept at the national level. Of course, provincial associations may wish to explore for themselves, at the provincial level, the extent to which their human rights commissions, civil rights organizations, labour rights councils, multicultural rights groups and other such groups or bodies which might be consulted, would be prepared to work with the ESL profession in clarifying and refining the concept of E.S.L. as a 'basic language right'.

In order to help this process, TESL CANADA will have to content itself for the present with a declaration:

THAT EDUCATIONAL ACCESS TO ENGLISH AS A SECOND LANGUAGE INSTRUCTION SHOULD BE DEFINED AS A BASIC LANGUAGE RIGHT. IN ADDITION, IT SHOULD BE SEEN AS:

I) A DEMOCRATIC OR CIVIL RIGHT (without a functional knowledge of English, in English-majority areas, an individual cannot exercise oother rights of citizenship equally with English mother-tongue speakers)

II) A LABOUR RIGHT (without a functional knowledge of English, an individual is discriminated against on the job market)

III) AN EDUCATIONAL RIGHT (without a functional knowledge of English. an individual is denied equal access to job training, retraining and upgrading, on a par with English mother-tongue speakers)

IV) AN EQUALITY RIGHT (without a functional knowledge of English, an individual may be handicapped in obtaining equal access to federal and provincial services).

The Scope of the Position Paper

Although the December 80 Symposium focussed on the language-learning problems of the Southeast Asian Refugees, the direction of the follow-up has been explicitly to use the experience gained through evaluating the 1978-80 refugee influx and to apply it to the situation of all newcomers in need of second-language assistance.

Secondly, we have had to stretch the limited 'settlement-period' time-frame of the Symposium in order to set the principle of accessibility firmly within the widely-accepted context of life-long learning. Thus, we would agree wholeheartedly with the sentiment expressed in a 1979 Toronto Star editorial:

> Adult education for immigrants should not end with a smattering of English, but continue as long as the newcomers have energy and patience.

Yet our present language-training policy does end 'with a smattering of English': nine out of ten immigrants who have passed through the systems to date are functionally illiterate. Partly this depressing state of affairs is due to gaps in the settlement/reception ESL policy; partly it is due to the system's failure to allow for sufficient second-chance ESL learning long after the settlement period is over.

Our intention is to have a policy for settlement ESL and one which advocates options such as English in the Workplace/Industrial Language Training and part- or full-time paid educational leave so that adult basic education and literacy training can be taken to the places where immigrants are, in accordance with the six principles set forth in Part II.

Thirdly, a truly comprehensive language-training policy must address the issue of the large backlog population of limited English-speaking adults,

handicapped by their insufficient English in many ways.

The language handicap of the ESL-functionally illiterate person may comprise many components: the inability to read or write English, low ability in speaking or comprehending English, dependence upon 'interpreters' to cope with the outside world, difficulty in gaining access to necessary information, low self-concept, lack of knowledge of rights and obligations, especially labour rights, fear of the Unknown Canadian society, isolation, to name only a few of the 'social' language-handicaps.

In the 'employment' sphere, (getting a job, holding a job, moving ahead in a job) the handicaps are equally severe, and are discussed elsewhere in this paper, but there is a critical factor in the social outcomes of our current language-training policies which should not be overlooked: that governmental decisions to limit or withhold access to language-learning opportunities for a specific group really are decisions to deny that group equal access to those social and vocational roles which require English language competence.

TESL CANADA does not believe that our country is well-served by a policy which wastes the skills and experience newcomers bring to Canada by denying them the means necessary to bring these skills and experience into the labour market.

TESL CANADA does not believe that our country is well-served by a population policy which uses limited access to second-language training - the key factor in social and economic integration for immigrants - for the purpose of streaming newcomers toward limited social and economic roles almost exclusively rather than giving them all a good running start to access existing opportunities and create new ones.

In part II, we outline six general principles which we feel must be built in to any new national language-training policy. As the final draft of this position paper is being prepared, we understand that the federal (CEIC-Secretary of State) Task Force on Language-Training has finished its report and delivered it to the relevant Ministers, after which (early in 1982) there will be opportunities for consultation between the federal government and provincial governments and between the federal government and non-governmental organizations such as ours. Our six principles will serve as TESL CANADA's yardsticks to evaluate and respond to this new policy. They are:

A. Accessibility

B. Flexibility and Sufficiency

C. Coordination

D. Settlement Support Services

E. Canadian Content

F. Professionalism

Part II Six Principles toward a national E.S.L. policy

A. THE PRINCIPLE OF ACCESSIBILITY

In view of the prime necessity, both for the individual newcomer and for Canadian society as a whole, for all newcomers to be capable of functioning in the spoken and written forms of the official language of their new environment so that they may feel welcome in Canada, begin successfully to make the difficult adjustment to life in Canada, and be prepared to advance as fully and equitably on the labour market as their potential allows, and to become truly self-reliant,

1 TESL CANADA STRONGLY SUPPORTS THE PRINCIPLE OF UNIVERSAL ACCESSIBILITY TO A NATIONAL BASIC PROGRAM IN E.S.L. AND ORIENTATION FOR ALL NEWCOMERS, IRRESPECTIVE OF SPONSORSHIP STATUS, INTENDED LABOUR FORCE AFFILIATION, SEX, AGE OR GEOGRAPHICAL REGION. THIS PROGRAM WOULD BE CALLED WELCOME TO CANADA AND WOULD BE OFFERED ON A FULL-TIME BASIS.

and

2 UNIVERSAL ACCESSIBILITY TO THIS PROGRAM BE ENSURED BY THE PROVISION OF AN APPROPRIATE LIVING ALLOWANCE TO ALL NEWCOMERS PARTICIPATING IN THIS PROGRAM.

The Two Stages in immigrant second-language training provision

Under the present policy, there are two separate rationales for offering language-training to newcomers: the 'citizenship' or 'orientation' rationale, and the 'labour force adjustment' rationale, which are offered under separately-negotiated agreements between the federal and provincial governments. Since these two rationales are institutionalized separately, are aimed at separate clienteles and differ in terms of intensity, it is generally accurate to say that, rather than an approach integrating the two rationales, a fragmented, "split-level" picture is presented, favouring

"breadwinners" (who qualify for the a) 'employment' rationale, but not the b) 'social') over others (who may attend 'citizenship' but not 'labour market' classes). Far from having a policy which provides opportunities for newcomers to be exposed to language-training based on both rationales, we have an <u>either-or</u> policy overwhelmingly favouring market affiliation over cultural adjustment. It is also a policy which far too often provides neither opportunity, as in the case of the unskilled, male or female.

TESL CANADA recommends that

3 THE TWO RATIONALES FOR LANGUAGE-TRAINING TO NEWCOMER ADULTS NOT BE MUTUALLY EXCLUSIVE, BUT SUPPORTIVE: THE WELCOME TO CANADA PROGRAMME - AVAILABLE TO ALL - TO BE AN INITIAL, RECEPTION PROGRAM WITH ORIENTATION, CULTURAL ADJUSTMENT AND FUNCTIONAL LANGUAGE-LEARNING OBJECTIVES: THIS STAGE WOULD BE FOLLOWED BY A RANGE OF OPTIONS, INCLUDING A NUMBER OF MANPOWER/VOCATIONAL ESL OPTIONS, FULFILLING THE 'LABOUR AFFILIATION' RATIONALE. THUS:

<u>STAGE I</u>	<u>STAGE II</u>
WELCOME TO CANADA ESL AND ORIENTATION	MANPOWER/VOCATIONAL ESL OPTIONS

In making the above recommendation, TESL CANADA inclines to the view of the Minister of Employment and Immigration that the program 'available on demand' focus on orientation and cultural adjustment rather than upon immediate labour-market adjustment.

<u>Accessability of Stage I to special groups</u>:

Issues: The gaps in the currently existing English language-training program fall particularly heavily upon certain groups. For our recommended

WELCOME TO CANADA program to be truly accessible to all, the special needs and conditions of these groups will require special attention.

i) Immigrant and Refugee Women: issues

a) Women who are in the dependent category may have no access to job readiness or general orientation to the workplace, since it is assumed that they will not be bound for the labour force. However, many dependent wives need to work in order to survive and are unable to attend any E.S.L. or orientation classes. Thus, they receive neither type of program and may be exploited due to their lack of English and information about labour practices.

b) Women with limited occupational skills are too often locked into the unskilled labour force and are unlikely to receive English in the Workplace in such settings.

c) Lack of child care or transportation prevents many women from gaining access to language-training programs.

d) It has been the practice of some CEIC counsellors to deny pregnant women admission to ESL classes or to terminate their attendance on the assumption that they will not be part of the work force.

Immigrant and Refugee Women: recommendations

4 ALL IMMIGRANT AND REFUGEE WOMEN, REGARDLESS OF SPONSORSHIP STATUS OR LABOUR MARKET DESTINATION, SHOULD BE PROVIDED WITH OPPORTUNITIES TO REALIZE THEIR POTENTIAL BY ACCESS TO THE FULL RANGE OF PROGRAMS OFFERED UNDER THE COMPREHENSIVE POLICY PRESENTED IN THIS TESL CANADA POSITION PAPER, INCLUDING

a) THE FULL-TIME "WELCOME TO CANADA" PROGRAM
b) PRE-EMPLOYMENT TRAINING
c) ORIENTATION TO THE WORKPLACE
d) ON-THE-JOB LANGUAGE TRAINING (ENGLISH IN THE WORKPLACE/INDUSTRIAL LANGUAGE TRAINING)

and that

CHILD CARE/PRE-SCHOOL LANGUAGE PROGRAMMING AND TRANSPORTATION FACILITIES BE PROVIDED TO ENSURE UNIVERSAL ACCESSIBILITY OF THESE PROGRAMS TO NEWCOMER WOMEN

and that

EVERY EFFORT MUST BE MADE TO ENSURE THAT IMMIGRANT WOMEN ARE PROVIDED WITH BASIC TRAINING - AT STAGE II - IN JOB READINESS AND JOB ORIENTATION SO THAT THEY MAY, IF THEY WISH, TAKE ADVANTAGE OF THE VARIOUS TRAINING AND RE-TRAINING PROGRAMS AVAILABLE TO THE POPULATION AS A WHOLE. THIS MAY REQUIRE SPECIAL "AFFIRMATIVE ACTION" PROJECTS IN WHICH ENGLISH LANGUAGE TRAINING AND CROSS-CULTURAL VOCATIONAL EDUCATION ARE COMBINED, PROGRAMS OF THE "MAKING CHANGES" TYPE (IN TORONTO) AND OTHER "WOMEN WORKING WITH IMMIGRANT WOMEN" PROJECTS LEADING TO LANGUAGE LEARNING, CULTURAL ADJUSTMENT, WORK READINESS AND PERSONAL GROWTH.

ii) <u>Young adults: issues</u>

a) Newcomers who arrive in their mid-to-late teens have a very short time to adjust not only to their new lives in Canada but also to the pressures and responsibilities of adulthood. At the present time our educational system does not adequately meet their needs. The pressures of having had their schooling interrupted, of learning a new language, of identifying with a new peer group and having to prepare - rapidly and intensively - for all the uncertainties of the Canadian labour scene or the no less uncertain Canadian post-secondary educational scene fall especially heavily upon young adult newcomers.

b) In some provinces, there may be a gap between the provincial school-leaving age and the age of qualification for the Manpower retraining allowance, with the frequent result that young adult newcomers in the 16-18 range may fall in between jurisdictional responsibilities and be denied access to education in general and second-language education in particular.

c) The requirement of the Adult Occupational Training Act that the young adult must have been out of school or in the work force for at least one year militates against the young adult newcomer's need to acquire language and skills in the most consistent way possible.

Young adults: recommendations

7 GREATER FEDERAL-PROVINCIAL COOPERATION BE INITIATED TO ENSURE THAT THE FULL RANGE OF OPTIONS OF THE COMPREHENSIVE PROGRAM BE MADE AVAILABLE TO YOUNG ADULT NEWCOMERS, WHO MAY NOW BE VICTIMIZED BY A FEDERAL-PROVINCIAL JURISDICTIONAL GAP.

8 ACCESS TO INDIVIDUAL AND GROUP COUNSELLING SERVICES BE ASSURED YOUNG ADULT NEWCOMERS TO ASSIST THEM WITH SOCIAL, EDUCATIONAL AND EMPLOYMENT-RELATED ADJUSTMENT PROBLEMS.

9 PRE-VOCATIONAL COURSES BE MADE AVAILABLE TO YOUNG ADULT NEWCOMERS WHO NEED TO UPGRADE THEIR ENGLISH PRIOR TO TAKING TRAINING IN A TRADE, OR COURSES IN ENGLISH FOR ACADEMIC PURPOSES SHOULD BE AVAILABLE - WITHIN STAGE II - TO THE ACADEMICALLY-BOUND STUDENT WHO HAS IDENTIFIED HIS POST-SECONDARY FIELD OF STUDY.

10 THE FEDERAL GOVERNMENT SHOULD ELIMINATE ANY AGE REQUIREMENT AND ANY ACROSS-THE-BOARD MINIMUM EDUCATION REQUIREMENT FOR ENTRY INTO INSTITUTIONAL TRAINING. THE GOVERNMENT SHOULD DROP THE REQUIREMENT THAT THE APPLICANT MUST BE OUT OF SCHOOL OR IN THE WORK FORCE FOR AT LEAST A YEAR. THIS WOULD FACILITATE BASIC EDUCATION, PRE-VOCATIONAL AND ACADEMIC READINESS COURSES AND PREVENT DISRUPTION OF THE YOUNG IMMIGRANT ADULT'S VOCATIONAL OR ACADEMIC CAREER.

iii) Seniors: issues

Many older immigrants come to Canada to be with their families. Once here, however, they frequently find adjustment to their new environment comes with particular difficulty, since acquisition of a new language in the senior years poses special learning problems. Yet lack of English, unfamiliarity with the new environment and longing for home and friends may cause seniors particular loneliness, frustration and unhappiness.

Seniors: recommendation

11 SENIORS SHOULD HAVE ACCESS TO PROGRAMS UNDER THE "WELCOME TO CANADA" RUBRIC, WITH SPECIAL CONSIDERATION GIVEN TO THEIR LEARNING STYLES, INTERESTS AND NEEDS. FOR INSTANCE, SPECIAL GROUPINGS BY NATIVE LANGUAGE MAY BE USED BOTH FOR ORIENTATION AND SURVIVAL LANGUAGE TRAINING, TO PROMOTE A COMFORTABLE AND FAMILIAR ENVIRONMENT.

12 FOR HOMEBOUND SENIORS, LANGUAGE TRAINING AND ORIENTATION SHOULD BE MADE AVAILABLE THROUGH A VARIETY OF MODES OF DISTANCE EDUCATION AND OUTREACH, INCLUDING HOME TUTORS.

13 LITTLE RESEARCH IS CURRENTLY AVAILABLE ON SENIORS' LANGUAGE LEARNING AND CULTURAL ADJUSTMENT. A SPECIAL INTEREST GROUP OF TESL CANADA SHOULD BE FORMED TO PROPERLY DOCUMENT AND INITIATE RESEARCH COMBINING RECENT FINDINGS OF

GERONTOLOGY AND LANGUAGE ACQUISITION.

iv) Newcomers to special or remote geographical areas: issues

Insufficient attention has been given to developing the newcomer "settlement potential" of special geographical areas such as: the suburbs (of large Metropolitan areas), smaller Metropolitan areas, rural and isolated areas, in terms of support networks and coordination across the whole range of newcomer settlement services, including the availability of language training.

With the widespread private sponsorship of the Southeast Asian refugees throughout the cities, towns and villages of Canada, more grass-roots awareness of the complexities of settlement was acquired by more average Canadians than ever in our history. We should build upon that concern and awareness so that a more standard level of settlement and language-training service can be provided in special, remote or non-traditional reception areas in the future.

Newcomers to special or remote geographical areas: recommendation

14 EVERY EFFORT MUST BE MADE TO PROVIDE FOR ADEQUATE LANGUAGE-TRAINING AND SETTLEMENT SUPPORT SERVICES THROUGHOUT ENGLISH-SPEAKING CANADA, PAYING SPECIAL ATTENTION TO SPECIAL AND REMOTE GEOGRAPHICAL AREAS AND AREAS NEWLY INVOLVED IN IMMIGRANT RECEPTION.

15 THERE SHOULD BE STRONG PROVINCIAL INFORMATION NETWORKS, CENTRED ON ONE OR MORE MAJOR RESOURCE CENTRES AND INFORMATION CLEARING-HOUSES PER PROVINCE, WITH OUTREACH TO THE VARIOUS SPECIAL REGIONS OF THE PROVINCE, AND LINKED TOGETHER ON THE NATIONAL SCALE VIA A NATIONAL NETWORK OF PROVINCIAL/REGIONAL CLEARING-HOUSES AND NATIONAL INFORMATION NEWSLETTER.

v) Newcomers who arrive with intermediate-level competency in English: issue

In practice, intermediate-level newcomers are unlikely to be placed in full-time CEIC language training classes, preference being given to immediate job placement in his own or a related occupation. The newcomer may, if he chooses, take part-time (non-Manpower) language-training.

This policy contain certain risks; the newcomer may not be exposed to a language-and-or orientation program and not acquire needed information about 'functional Canadan culture' (health services, housing, educational opportunities, labour practices, consumer information and so forth), which is necessary information for all newcomers. Also, the job he is put into may be quite inappropriate in view of his education, vocational skills and career goals. Finally, if the rest of his family are participating in a WELCOME TO CANADA program, the option of family reception will be unavailable, if he is immediately placed in employment (which may well be underemployment).

Thus, the intermediate-level newcomer may be deprived of the essential Stage I of a comprehensive language-training and settlement plan. But equally serious, in our view, is the risk of such newcomers being denied Stage II options, in which case the risk of underemployment is practically guaranteed.

Since the TESL CANADA position is that all newcomers should qualify for Stage I and be given equitable consideration for Stage II, it would appear that the intermediate-level newcomer faces double jeopardy, if he misses out on consideration for either Stage.

Intermediate-level newcomers: recommendation

16 INTERMEDIATE-LEVEL NEWCOMERS SHOULD NOT BE DEPRIVED OF A "WELCOME TO CANADA" ORIENTATION PROGRAM NOR EQUITABLE STAGE II CONSIDERATION. WHERE NUMBERS WARRANT, STAGE I CLASSES SHOULD BE PROVIDED AT ALL LEVELS OF LANGUAGE LEARNING AND SPECIAL ATTENTION SHOULD BE PAID INTERMEDIATE-LEVEL NEWCOMERS AT STAGE II, SO THAT THEY MAY REACH THEIR FULL VOCATIONAL POTENTIAL.

vi) refugees: issues

Although Canada's publicly-stated rationale for accepting the Southeast Asian refugees was the humanitarian one, our selection process in Southeast Asia appears largely to have been governed by consideration of the refugees' potential adaptability and employability in Canada, with 'hardship cases' carefullystreamed to some well-organized private sponsoring groups who had made specific requests for such cases. Privately-sponsored refugees, after all, were entirely financially supported by the private sponsor and thus there was less risk of additional public funds being channeled into potentially less adaptable or employable cases.

Perhaps this is an inevitable consequent of a predominantly employment-oriented immigration policy; it is certainly the consequent of a predominantly employment-oriented second-language-provision policy. Thus, a basically humanitarian rationale to do our part in the world-wide relief effort to help the Boat People did not always mesh well with the employability-oriented mechanisms Canada used to select and settle immigrants.

Government-sponsored refugees are seen by a Canada Employment Centre counsellor who determines eligibility for Manpower ESL programs. Those who claim to be seeking employment and who require language classes to make their skills marketable - usually the male head of household - qualify, and would also be eligible for a living allowance while attending classes.

Private-group-sponsored refugees receive ESL classes arranged for by their sponsoring group. If there is space available in Canada Manpower programmes, group-sponsored refugees may be enrolled and have their tuition paid (but no living allowance). Preference for these Manpower seats if given to government-sponsored refugees and for the most part, privately-sponsored refugees' ESL needs are met by programmes funded under the Citizenship and Language Training Agreement (joint federal-provincial) or by programmes entirely funded by the province and municipality (school boards). Because

the private group is entirely responsible for the success of the settlement-year of the refugees they have sponsored, ESL provision to refugees in this category varies widely from group to group and from place to place. Some groups, for instance, may not see ESL as a top priority and might wish to get their refugees into the work-force as soon as possible (perhaps with the active approval of the refugees themselves, who wish to be as self-sufficient as possible). As well, the policy denying living allowance to privately-sponsored refugees militates against ESL: there are cases of refugees and their groups forced into the Hobson's choice of language vs. work rather than a judicious combination of the two.

TESL CANADA believes that ESL provision is too important to be left to chance. Our recommendation for a WELCOME TO CANADA programme for all newcomers will, we feel, go a long way to evening up the accessibility to ESL by government and private-sponsored refugees.

The UNHCR Workshop on Integration of Refugees from Indo-China in Countries of Resettlement, held in Geneva in 1980, identified a number of areas in which refugee integration needs special attention. Many of these areas were addressed at the Symposium and have been made the subject of recommendations elsewhere in this paper so that both immigrants and refugees may be better served. The following issues and recommendations, however, arise out of our consideration of the special needs of adult refugees.

issue: refugee education in the transit camps abroad

Although the waiting period between selection and transferral to the country of resettlement is often shorter in the case of Canada than with some other countries (eg. the U.S.), there may be a waiting period of some weeks in transit camps abroad which could be an opportune time in which to begin language-training and orientation work. The United States and Britain have such programmes and TESL CANADA has been looking at the feasability of such

programmes ever since the Symposium, through a Working Group on ESL in Transit Camps Abroad, chaired by Mary Ellen Belfiore.

recommendation: refugee education in the transit camps abroad

17 THAT THE FEDERAL GOVERNMENT AND ORGANIZATIONS CONCERNED WITH REFUGEES ENDORSE THE CONCEPT OF ESL AND ORIENTATION PROGRAMMES IN TRANSIT CAMPS ABROAD. THE PURPOSE OF THIS PROGRAMME WOULD INCLUDE BASIC ENGLISH LANGUAGE SKILLS AND ORIENTATION TO INITIAL RECEPTION, INCLUDING INFORMATION ABOUT CANADA, ON LIVING CONDITIONS, ON THEIR LEGAL STATUS, THEIR RIGHTS AND DUTIES BOTH IN THE CIVIC AND ECONOMIC AND SOCIAL SECTORS, ON LANGUAGE AND RESETTLEMENT PROGRAMMES.

A PILOT PROGRAMME SHOULD BE DEVELOPED IN 1982 AND FIELD TESTED ABROAD IN AN APPROPRIATE TRANSIT CAMP.

issue: refugees' welcome on arrival

The Geneva Workshop background paper on Welcome on Arrival states that

> All reception countries attach great importance to language courses on arrival. The duration of these courses, which are generally intensive, vary from one to six months, even 12 months. In the majority of countries, the refugees receive instruction in civics. They are informed of their rights, especially their economic and social rights.

Canada's patchwork of employability-dominant ESL programmes is clearly in need of a major overhaul if it is to meet the social and civic-sector as well as the economic-sector needs of refugees. Our two-stage approach represents TESL CANADA's contribution to the main structures of this policy review. But the differential treatment given refugees according to sponsorship should not continue, in our view.

18 GOVERNMENT-SPONSORED AND PRIVATE GROUP-SPONSORED REFUGEES SHOULD RECEIVE EQUAL ACCESS TO ENGLISH LANGUAGE TRAINING. ALL SHOULD BE GIVEN FULL ACCESS TO THE TWO-STAGE APPROACH RECOMMENDED IN THIS PAPER, IRRESPECTIVE OF SPONSORSHIP STATUS.

THE LIVING ALLOWANCE SHOULD BE EXTENDED TO PRIVATE GROUP-SPONSORED REFUGEES, TO ENSURE UNIVERSAL ACCESSIBILITY.

refugees and mental health

19 ACCOUNT SHOULD BE TAKEN OF THE SIGNIFICANT ELEMENT OF CULTURE SHOCK IN THE CASE OF REFUGEES WHICH MAY LAST WELL BEYOND ANY ARBITRARY 'SETTLEMENT PERIOD' AND ESL TEACHERS AND OTHERS INVOLVED WITH REFUGEES SHOULD BECOME FAMILIAR WITH SYMPTOMS OF EMOTIONAL DISTRESS AND ESL PROGRAMS SHOULD HAVE COUNSELLING SERVICES AVAILABLE PREFERABLY ON SITE OR THROUGH REFERRAL IN THE REFUGEE'S NATIVE LANGUAGE. THAT RESEARCH FUNDING BE DIRECTED TO A TEN-YEAR LONGITUDINAL STUDY OF THE ONGOING ESL AND EMPLOYMENT SITUATION OF THE SOUTHEAST ASIAN REFUGEES OF OTHER REFUGEE GROUPS IN ORDER TO BETTER UNDERSTAND THE LONG-TERM INTEGRATION PICTURE OF THE 1978-80 INFLUX.

vii) Foreign domestic workers: issue

As of November 26, 1981, foreign domestic workers, of whom there are 11,000, for two years or more will be able to apply for landed immigrant status from within the country.

In addition, sponsors will be required to give live-in housekeepers and nannies at least 3 hours a week off to study and up to $20 a month to take training that will help them qualify for landed-immigrant status and new jobs outside the home.

Domestic workers applying to come to Canada will now be required to indicate at the outset if they poan to apply for landed immigrant status and will be assessed in their ability to become self-sufficient with the assistance of some additional training - government counsellors will negotiate contracts with employers setting out the required study time and financial assistance for

training and will explain what courses are available. (Globe & Mail, Nov. 27, 1981)

Foreign domestics who need or wish language assistance could profit from part-time ESL classes, and both they and their employer should be informed of the availability of such courses locally. Once landed, they should quality for normal Stage I and Stage II programmes.

foreign domestic workers: recommendation

20 FOREIGN DOMESTIC WORKERS AND THEIR EMPLOYER SHOULD BE MADE AWARE OF THEIR PAID EDUCATIONAL LEAVE RIGHTS UNDER THE NEW POLICY AND THOSE WISHING OR NEEDING ESL SHOULD BE INFORMED OF THE AVAILABILITY OF SUCH CLASSES.

21 A DOMESTIC WORKER WHO HAS SUCCESSFULLY APPLIED FOR LANDED STATUS BUT NEEDS FURTHER LANGUAGE SUPPORT SHOULD QUALIFY FOR THE NORMAL STATE I AND STAGE II PROVISION, JUST AS ANY OTHER LANDED IMMIGRANT.

viii) appeal procedure: issue

We would expect that, prior to arriving in Canada, refugees and immigrants would be informed of the settlement services available, including their rights to language-training. At present, many immigrants in need of language-training are turned down by Canada Manpower counsellors because, in his or her judgement, the individual in question does not qualify for language training. Although it may be the case that such decisions may be appealed, the Action Committee was not aware of the accessibility of such appeal procedures, nor did we personally know of any successful appeals under current guidelines. Nevertheless, such an appeal procedure should be available and immigrants and those who work with them should know of its existence.

Basically, TESL CANADA is of the opinion that the burden of proof should be on the Canada Manpower counsellor who directs newcomers to further language-training (at the post-Stage I interview) and our recommendations will make it part of the counsellor's responsibility to seriously consider the key importance of the language-training factor. Even so, our view of language training as a basic right requires that this right be ensured by a clearly articulated appeal procedure.

appeal procedure: recommendation:

22 THERE SHOULD BE A CLEARLY ARTICULATED AND WELL-PUBLICIZED APPEAL PROCEDURE ON THE DECISIONS RELATING TO FURTHER LANGUAGE TRAINING MADE BY THE CANADA MANPOWER COUNSELLOR AT THE POST-STAGE I INTERVIEW.

THE CONSTITUTION OF THE APPEAL BOARD SHOULD INCLUDE REPRESENTATION FROM BOTH FEDERAL AND PROVINCIAL LEVELS OF GOVERNMENT AND A NON-GOVERNMENTAL PERSON, APPOINTED BY THE LOCAL, REGIONAL OR PROVINCIAL ESL ADVISORY COUNCIL.

THE PRINCIPLES OF FLEXIBILITY AND SUFFICIENCY

a) flexibility

Over the next three years (1982-85), there will be an undiminished stream of adult immigrants coming to English-speaking Canada who will require a WELCOME TO CANADA program. They will reflect a wide variety of language and cultural backgrounds, educational level, first-language literacy level, motivation and personality, and will suffer culture shock - all of them - to some degree, and will feel the agonies and frustrations as well as the hope and excitement of coming to a new country to make a new life. They will want to be made to feel welcome, to be helped during the first months after arrival with language and cultural adjustment and that is why we recommended above that a universally accessible WELCOME TO CANADA program be made available to these newcomers, many of whom will become our fellow citizens.

At Stage I, the WELCOME TO CANADA program should contain sufficient flexibility so that, for beginners with no English competency, a basic "core" program could be offered, supplemented by second-language literacy classes for the learner illiterate in his first language or with other literacy problems. We have mentioned the above the need for WELCOME TO CANADA classes at the intermediate level. Local institutions offering WELCOME TO CANADA classes may develop a wide variety of approaches suited to specific groups (women, seniors, particular language-groups, and so forth), but we reiterate that the position we are putting forward would greatly facilitate family programs at Stage I.

At Stage II, the range of options should open up to reflect the wide range of Manpower/vocational and basic/further educational needs identified by consultation, counselling and advice between the Canada Manpower counsellor and the immigrant, following the completion of the Stage I program.

Below, TESL CANADA sets out a variety of Manpower/Vocational ESL options which should be considered so that Stage II will be sufficiently flexible to suit the needs identified at the post-Stage I assessment.

b) sufficiency

The question of "how much language-training is enough" is an extremely complex one, depending upon client's entrance level, his objectives, and the type of course taken (and numerous other psycho-social elements) to name only the most obvious variables.

At the December 1980 Refugee symposium, it was reiterated time and again that the initial Manpower provision was insufficient to facilitate entry onto the job market for a large number of people, providing only a very marginal smattering of English which would be 'sufficient' only in employment requiring rudimentary English (or employment not requiring English at all).

Indeed, 'sufficiency' in Manpower refers to an immigrant's capacity to 'get a suitable job' in the opinion of a particular Manpower counsellor. If the newcomer is capable of getting a job with no English, then current Manpower policy would claim that the newcomer has no language deficiency (and therefore does not qualify for CMTP language training).

This Manpower definition of 'sufficiency' is an extremely minimalist one and leads to some very unhealthy social consequences. It implies a hierarchy of job-slots, the bottom rung of which are so menial and/or so tied down to an immigrant language ghetto that a functional level of English for these jobs is zero. Therefore, to countenance that such a definition of 'sufficiency' could be applied by a Manpower counsellor is to acknowledge that our Manpower policy, in its language training aspect at least, fosters the existence of bottom-rung jobs ('the jobs Canadians don't want') filled

by illiterate immigrant workers without English competency and prevented by Manpower from acquiring it.

23 TESL CANADA REJECTS THE CONCEPT, SUPPORTED BY THIS 'EXTREME MINIMALIST' DEFINITION OF 'SUFFICIENCY', THAT A ZERO-LEVEL OF ENGLISH MAY BE ACCEPTABLE IN CERTAIN EMPLOYMENT CONTEXTS. SUCH A DEFINITION OF 'SUFFICIENCY' IS DEMEANING AND UNDEMOCRATIC, AND A SERIOUS GAP IN CURRENT PROVISION.

Instead, our view is that 'sufficiency' can only (and best) be determined in the light of the newcomer's vocational objectives, as assessed after a basic period of initial language training (our Stage I) has been completed. This assessment should take the form of education and career counselling, in which the Manpower counsellor would assist and support the newcomer in forming realistic short- and long-term education, language-training and career objectives.

At the present time, the complex matter of determining a working definition of 'sufficiency' within Stage II is fraught with more than a little room for subjectivity on the part of individual Manpower counsellors. The whole area of measuring functional second-language competency and relating that measure to workplace settings is only beginning to be researched and described in Canada. We will need, as a profession, much more experience in Manpower/ Vocational ESL in its many forms before working criteria for evaluating 'sufficiency' may be established, shared across institutions, and standardized. As a profession, we must take up this responsibility and devote our collective energies to being more closely in touch with the needs of the Canadian workplace - a more objective standard of 'sufficiency' in the many vocational contexts in which ESL must move, if it is to remain relevant, should be a central professional focus in the years ahead.

TESL CANADA has resisted the many suggestions made by members of the profession to simply recommend an extension of the basic (Manpower 24-week period, with provincial variations) period, since we believe a two-stage approach and an extension of ESL delivery into the work-place on a massive scale to more closely reflect the twin rationales under which language training is, and will continue to be, funded by the federal government.

However, 'sufficiency' at Stage I would appear to require a WELCOME TO CANADA program of no less than three momths full-time (300 hours) instruction, for all newcomers. Therefore,

24 WE RECOMMEND THAT THE STAGE I 'WELCOME TO CANADA' RECEPTION AND LANGUAGE-TRAINING PROGRAM BE NO LESS THAN THREE MONTHS FULL-TIME (300 hours) DURATION.

These 300 hours include time spent on both English language instruction and (native-language) orientation information sessions, possibly in a ratio of two-to-one, with language instruction predominating.

To begin to describe 'sufficiency' in behavioural objectives or 'survival communicative competence' terms, at this very preliminary stage must of necessity be highly general. An adaptation of such objectives as those scattered throughout the Council of Europe's Waystage and Threshhold Level syllabi (for adult learners of European languages as foreign languages) might suggest the following:

> the WELCOME TO CANADA PROGRAM Stage would, allowance made for individual variation, constitute a worthwhile 'survival-functional' level of language ability in that it would attempt to enable the newcomer-learners to cope at least minimally in those communicative situations which may be most directly relevant to them. At the same time, they would be acquiring valuable orientation information both contexted into the language instruction and through orientation sessions presented in their native language. In the fullest way possible, given the short time available, the newcomer would be made to feel welcome in Canada.

Further to the content of the WELCOME TO CANADA program, see Principle E, below.

An important point to be made is that, in our view, completion of Stage I is only the beginning of a newcomer's language-learning and information-acquiring career. It is not, or should not be, a terminal point. Language-training for adult newcomers should not end with a smattering of English, but continue as long as they have the energy and motivation.

Thus, at Stage II, our definition of 'sufficiency' is directly related to Manpower/vocational needs

> a newcomer may fairly be described as possessing a 'sufficient' level of competence in English if he or she is able to compete on an equal basis with native-speakers for employment comparable to that which he practiced or received training in his/her country of origin.

Such a definition applies most specifically to skilled tradespeople and professionals who were selected by Canada Immigration offices abroad because they possessed skills needed in the Canadian labour market. This definition of 'sufficiency' is a necessary complement to Canada's immigration policy, explicitly tied as it is to labour market needs. Not to adopt such a definition - as our current policy does not - is to nullify the central employment objectives of Canada's immigration policy and to run the risk of widespread underemployment.

With respect to newcomers who do not come to Canada possessing a skill or trade, but who are judged by Manpower counsellors as in need of occupational training to fill an identified labour market need, 'sufficiency' would imply a level of competence sufficient to allow them to participate in such training without discrimination because of language ability. For many trades, there are specific English-competence standards expressed as high school Grade levels, and these have been interpreted in various ways by training institutions (often in conjunction with an Association representing the trade) for second-language learners.

For all other newcomers (and for the 'backlog' immigrant population, described below) and for all second-language adult learners of English, we would adopt the 'literacy' definition of 'sufficiency' put forward in the "Work for Tomorrow" Task Force Report for the population of Canada as a whole. This level of adult basic literacy is relevant to both second-language training rationales; to promote full citizenship in the increasingly complex information society and full development of Canada's human potential in the workplace of tomorrow.

flexibility and sufficiency: recommendations

A COMPREHENSIVE, FLEXIBLE MANPOWER/VOCATIONAL LANGUAGE-TRAINING POLICY SHOULD BE INSTITUTED AS A STAGE II MECHANISM TO INCREASE NEWCOMERS' ENGLISH LANGUAGE COMPETENCY TO A NON-DISCRIMINATORY 'SUFFICIENT' LEVEL: THAT IS, (A) A LEVEL AT WHICH THE NEWCOMER IS ABLE TO COMPETE ON AN EQUAL BASIS WITH NATIVE ENGLISH-SPEAKERS FOR EMPLOYMENT COMPARABLE TO THAT WHICH HE/SHE PRACTICED OR RECEIVED TRAINING FOR IN HIS/HER COUNTRY OF ORIGIN, OR (B) A LEVEL WHICH WOULD PERMIT THE NEWCOMER TO RECEIVE TRAINING IN A SKILL, TRADE, ACADEMIC DISCIPLINE OR PROFESSION IDENTIFIED AS A LABOUR MARKET NEED.

TESL CANADA heard considerable evidence that programs offered in this Stage II, the Stage at which labour-market affiliation is the predominant rationale, could take advantage of the strengths of the Canada Manpower Language Training Program and other programs already approved by CEIC (Occupational English, Industrial Orientation, Technical English, Basic Training for Skills Development (BTSD) and Basic Job Readiness Training (BJRT).

In addition, however, we recognize that this whole Canada Manpower Training Program has been under review for the past two years and may very well be revitalized in the light of recommendations made by the Task Force on Labour Market Development (the Dodge Report, July 1981) and the Task Force on

Employment Opportunities (the Allmand Report, October 1981). More attention is given to apprenticeship programs, work-study programs, affirmative action hiring programs, Outreach programs for women, Natives, minorities and the handicapped, and especially to attempts to ensure training in the private sector (i.e. in the workplace).

c) issue: geographical flexibility (and portability)

The nature of the settlement process may require a newcomer to interrupt his or her formal language training for any of a variety of reasons. Such an interruption should not, however, entail a loss of entitlement to language-training, whether or not secondary migration is involved.

recommendation:

ENTITLEMENT TO FEDERAL LANGUAGE-TRAINING PROGRAMS SHOULD BE SUFFICIENTLY FLEXIBLE TO PERMIT A NEWCOMER TO TAKE UP RESIDENCE IN ANOTHER PROVINCE OR TO INTERRUPT HIS LANGUAGE TRAINING FOR EMPLOYMENT, HEALTH OR OTHER JUSTIFIABLE REASONS.

d) issue: inter-provincial program comparability

A serious impediment to national language-training planning, reported extensively at the December 1980 Symposium and after, is the wide variability in program support (usually expressed as a variability in the length of the Manpower language-training program) from province to province, despite the fact that Manpower language training is 100% federally supported. Thus, it was reported that a refugee arriving in, say, Saskatchewan might qualify for 12 weeks, while elsewhere the program might be 24 weeks or more in duration.

In addition, there were reports of considerable variability in willingness of individual Canada Employment Centres to grant language training. Although this seeming 'checkerboard' of delivery of what for many newcomers was their only hope of learning English undoubtedly followed the vagaries of internal

Manpower budgeting, and local-office perceptions of the labour market, it resulted in considerable frustration and frantic jockeying in some cases among refugees (and their private sponsors) to 'shop around' for a CEC who would recommend language-training.

The perception of the ESL profession of Canada Manpower inter-provincial and inter-CEC variability, at least as it emerged during the December 1980 Symposium and after, was that delivery and availability of the language-training program should be standardized across the country to a much greater extent.

recommendation:

IN GENERAL, STAGE I AND STAGE II ENGLISH LANGUAGE-TRAINING PROGRAMS SHOULD BE BROADLY COMPARABLE IN LENGTH, AVAILABILITY, ACCESSIBILITY, FLEXIBILITY AND SUFFICIENCY, IN WHATEVER PROVINCE THEY MAY BE OFFERED.

Note: It should be noted that, of all the provinces researched during the Symposium planning period, Quebec led the way with 30 weeks. It is also important to point out that Quebec operates its programs in Centres d'orientation et de formation des immigrants (COFI), not under the Adult Occupational Training Act, which provides 100% federal funding, but under the Citizenship and Language Training Agreements, where the finances are split 50%-50% federal-provincial. This laudable provincial committment by Quebec to socio-cultural integration of immigrants has so far no counterpart in English Canada.

e) issue: English Language Training in the Workplace (Industrial English)

Language training need not be carried out exclusively in schools and colleges and community centres. It may be delivered in workplaces where the employer allows employees some language (or other form of) training time off with pay, or at least provide facilities for the training to occur at the work-site.

Presumably, English at the Workplace could take place ar Stage I or Stage II, and, although it is almost always part-time, full-time programs (pre-job or 'stop-out') are possible. Typically, the language content is functionally specific to the communication needs of the worker in the job setting, and, because the language learned is immediately applicable, motivation is usually high and the results promising.

As far back as 1976, in Vancouver, a successful pilot project was set up in the Jantzen factory, supported by CEIC and the Jantzen company. By 1979, Shiela McLeod Arnopoulos could recommend, based on programs in Vancouver and Toronto, that

> CEIC could use its industrial training program to study and set up on-the-job language programs for the unskilled immigrant woman.

As of the present, the Canadian ESL community has slowly over the past six years, come to recognize that English in the Workplace/Industrial Language Training is a major direction for the future. The increased sophistication now available within the profession in the area of notional/functional syllabi, needs analysis sociogram analysis of work settings, and the world-wide field of English for Special/Specific Purposes has made many adult ESL educators and planners excited and challenged. There have been important professional contacts with our British colleagues in the National Council of Industrial Language Training at conferences on both sides of the Atlantic, as well as with our U.S. co-professionals in the field of "Vocational E.S.L.", especially in California, Illinois and New York. The overwhelming conclusion from the professional angle is is that English in the Workplace/Industrial English/ Vocational English is a must for any immigrant-receiving country, and it must be widely promoted among governments, union leadership, and the industrial-business community. Therefore, we make the following recommendation:

28 THERE MUST BE A MASSIVE NATIONAL EFFORT, SUPPORTED BY STRONG LEADERSHIP FROM THE FEDERAL GOVERNMENT, TO PROMOTE THE CONCEPT OF INDUSTRIAL LANGUAGE TRAINING. AND TO DEVELOP A COMPREHENSIVE INDUSTRIAL LANGUAGE-TRAINING POLICY.

Governments will discover that English in the Workplace is an effective means of bringing about greater private-sector involvement in the common task of second language learning and cultural adjustment of newcomers.

Management will discover that, with a Workplace English Program, studies have shown that workers are more committed to their jobs, there is less absenteeism, less transiency, better staff relations, increased safety standards, more communication between workers and management and increased productivity and profits.

There is every reason to believe that Workplace English programs are applicable, though in different ways, to large and small businesses.

Labour will discover that it will be strengthened by having a better-educated labour force, greater communication across ethnic-language group boundaries, greater awareness by workers' of Canadian labour practices and workers' rights, and a greater understanding of the role of unions.

There would appear to be two essential first steps in promoting Workplace English/Industrial Language Training on a national basis; needed are information and a structure. Within the TESL CANADA federation, a Special Interest Group was tentatively set up at the time of the Symposium, with Virginia Sauvé of Edmonton as contact person, but we would recommend beyond this

THAT A NATIONAL STUDY BE COMMISSIONED BY THE FEDERAL GOVERNMENT, IN CONSULTATION WITH TESL CANADA, TO DOCUMENT EXISTING LANGUAGE-TRAINING IN THE WORKPLACE/ INDUSTRIAL LANGUAGE TRAINING PROGRAMS IN CANADA, DEVELOP STANDARDS OF EVALUATION AND EXPLORE FUTURE DIRECTIONS, TAKING INTO CONSIDERATION WORKPLACE LANGUAGE TRAINING IN BRITAIN, THE U.S. AND AUSTRALIA. THIS STUDY SHOULD BEGIN AS SOON AS POSSIBLE.

DISCUSSIONS SHOULD START IN 1982 TOWARDS THE FORMATION OF A CANADIAN NATIONAL INDUSTRIAL LANGUAGE TRAINING COUNCIL, WITH APPROPRIATE REPRESENTATION FROM THE FEDERAL AND PROVINCIAL GOVERNMENT LEVELS, LABOUR, BUSINESS AND THE ESL PROFESSION.

The task of this council would be to take the document which would be produced as a result of the earlier recommendation and develop strategies by which the concept of industrial language training could be massively launched, as recommended above. The Council would continue to monitor the implementation of the new comprehensive industrial language training policy, publish descriptions of successful pilot projects, and direct and evaluate studies of the policy.

TESL CANADA views the discussion of industrial language training very much as the Dodge and Allmand Reports of 1981 view on-the-job training in general: that such training is absolutely essential if Canada is to increase productivity and remain competitive in world markets.

Within the settlement process, English in the Workplace could be used in conjunction with the WELCOME TO CANADA program at State I; for example, a large company which wished to qualify for immigrant workers who had just arrived in the country would be required to mount a WELCOME TO CANADA program and follow it up with an appropriate Industrial English program.

At Stage II, a company who wished to have immigrants referred to it by Canada Employment Centres upon completion of the WELCOME TO CANADA program, would be required to mount an Industrial Language Training program.

Thus, the Industrial Language Training program would have in the settlement process the same status as on-the-job training would have in the affirmative-action programs recommended (recommendation #105) in the Allmand Report: Therefore, TESL CANADA recommends that

31 INDUSTRIAL LANGUAGE TRAINING/ENGLISH IN THE WORKPLACE PROGRAMS SHOULD NOT BE SEEN AS A SUBSTITUTE FOR THE WELCOME TO CANADA PROGRAM. IN OTHER WORDS, INDUSTRIAL LANGUAGE TRAINING/ENGLISH IN THE WORKPLACE PROGRAMS SHOULD BE A STAGE II, NOT A STAGE I, OPTION.

32 CANADA EMPLOYMENT CENTRES SHOULD ENCOURAGE THE SETTING UP OF INDUSTRIAL LANGUAGE TRAINING/ENGLISH IN THE WORKPLACE PROGRAMS IN THE PRIVATE SECTOR AND HAVE A POLICY BY WHICH CEC COUNSELLORS WOULD ONLY REFER NEWCOMERS TO THOSE EMPLOYERS AND COMPANIES WHO HAVE AN INDUSTRIAL LANGUAGE TRAINING PROGRAM (OR WHO ARE WILLING TO SET ONE UP).

33 NO GOVERNMENT SHOULD PURCHASE FROM OR CONTRACT WITH AN EMPLOYER WHOSE WORK FORCE DEPENDS UPON IMMIGRANT LABOUR AND WHO DOES NOT HAVE AN ENGLISH IN THE WORKPLACE PROGRAM.

f) The backlog of 'settled' immigrant adults with limited English

Although the Symposium focussed on newcomers, and their language-learning problems under the present policy, we must recognize that - largely because of the inadequacies of that policy - there are hundreds of thousands, if not millions, of Canadians of recent and not-so-recent immigrant background, both working or unemployed (but many underemployed), who are unable either to

"participate in Canadian society as fully as possible" or to "advance on the labour market to their fullest potential" because of their inadequate English

It is shocking that neither the Dodge report nor the Allmand report mention this population explicitly, despite their frequent mention of Canada's need for a better-trained workforce, and the strong Allmand recommendations in favour of a functionally literate work force. Yet, it is this large backlog population which would profit most from initiatives outlined above in Stage II options, including English in the Workplace.

But these options, viewed above in the narrow context of newcomer settlement and integration, should be seen as viable educational and training options for adult workers with limited English ability <u>throughout the individual's working life</u> ,wherever an ESL need may be identified.

Those former immigrants who were massively disenfranchised in their settlement period by Canada's failure to accord them a right to second-language acquisition have a life-long struggle to gain functional competence in the single most important commodity: our official languages. Most of them (9 out of 10) fail to acquire such competence and those individuals and the country are much the poorer for that failure.

Language-learning difficulty increases with the age of the learner. Yet the individual must function in his or her social context and often the language profile of immigrants displays 'mixed' characteristics with elements of English vocabulary and even syntax intruding upon first-language pronunciation and syntax. "Italiese" or "Chinglish" are labels which have been attached to these 'immigrant pidgins'. But immigrant pidgins are extensively functional among individuals whose lives are lived out largely within the confines of a

particular immigrant language group, and habits have been built up over time for the speakers of these pidgins which would be extremely difficult to break.

These psycho-sociolinguistic factors need to be paid serious attention to in any plan to introduce English language training in or out of the workplace for individuals who arrived in Canada some time ago and who have been functioning 'between' language groups ever since.

The Backlog Population of adults with limited English: recommendations

34 THE PRINCIPLES OF ACCESSIBILITY, FLEXIBILITY AND SUFFICIENCY SHOULD APPLY BOTH TO NEWCOMERS IN THE PROCESS OF SETTLEMENT AND TO THE BACKLOG POPULATION WITH LIMITED ENGLISH.

35 THE FULL RANGE OF VOCATIONAL AND INDUSTRIAL LANGUAGE TRAINING OPTIONS SHOULD BE MADE AVAILABLE TO THE BACKLOG POPULATION, USING ALL MODERN METHODS OF DELIVERY.

The Task Force Report on Labour Market Development (the Dodge Report, July 1981) and the Parliamentary Task Force Report on Employment Opportunities for the '80s (the Allmand Report, October, 1981) discuss in detail a wide range of options linking the world of education and training more closely with the world of work. These reports identify women, native people, the handicapped and minorities as deserving of special affirmative-action-type attention. We would include the second language learner on this list.

Paid Educational Leave is a concept which has been successfully tried in West Germany, France and Sweden, to assist workers to leave their employment to participate in educational activities, with no risk to job continuity and seniority. This could be an extension of the English in the Workplace/ Industrial Language Training concept, in that it is explicitly focussed on retraining and job-skills development. Funding may come from a variety of sources, including employer contributions or a payroll tax, union funds, or government contributions.

In the case of the unemployed in the backlog population, special job-readiness and job-search programs should be funded, such as "English for the Unemployed" classes "Making Changes" classes for immigrant women, and other classes, part- and full-time, which an individual may take while unemployed.

LANGUAGE-TRAINING TAKEN DURING A PERIOD OF UNEMPLOYMENT SHOULD NOT DISQUALIFY AN INDIVIDUAL FROM UNEMPLOYMENT BENEFITS, SINCE SUCH TRAINING WILL ASSIST HIM/HER IN FINDING EMPLOYMENT.

g) intake, assessment and career counselling procedures: issues

In the settlement process, we have described a two-stage approach, in which a WELCOME TO CANADA three-month program would be followed by a variety of Manpower/Vocational options, and within Stage II, an individual might well be required to take one, two or three programs in succession in order to reach a level of English sufficiency (as defined above).

We anticipate that a refurbished and modernized Manpower policy will be much better able than at present to accurately forecast and assess local employment needs and match training and job placement to that employment profile. Our principle of flexibility, then, will be more synchronized with an updated Manpower policy, permitting more personalized service, a more

accurate and in-depth assessment of the individual client's career potential in the light of language ability, skills and the local employment profile.

It must be recognized that Manpower counsellors often do not have the experience to assess a client's need for language training, let alone specifics such as competency level or occupation-specificity. And yet, the need for accurate and informed professional assessments of language training needs will, in an improved Manpower training scheme, be much greater than at present.

As well, there will be an ever greater need for an accurate assessment of immigrants' skill and technical background in the light of Canadian standards so that newcomers can be provided with professional cross-cultural refresher training, recertification services, and language and 'skill unlocking' programs and thereby become economically self-sufficient.

In the two-stage approach advocated here, the first critical assessment point occurs immediately upon completion of the Welcome to Canada program. At this point, a combination of information bearing upon the learner's educational/employment backgroumd, life experiences and career goals, his/her language proficiency, and training or employment potential is used on a case-by-case basis to make a decision about Stage II options.

As we have recommended earlier, these decisions may involve,

a. provision of information about part- and full-time community classes, school board/continuing education classes, or non-formal learning options available in the short term (eg. for a newcomer intending to remain at home rather than look for employment)

b. immediate referral to employment, subject to the employer's having provided an English in the Workplace Program.

c. referral to a full-time Manpower Core Language Training Program (e.g. for skilled immigrants and those with potential for training)

d. another Stage II option, such as Work Experience training, (e.g. for intermediate- or advanced-level learners who arrived with sufficient language ability to permit them to take training immediately)

e. any other available program which is selected in consultation with the client and which satisfies the Principles set out in this TESL CANADA position paper.

In order to ensure that the principles of flexibility and sufficiency are respected, the Stage II options should be available sequentially on a much more regular basis than at present.

TESL Ontario's Standards Brief points out that

> It is not unreasonable to expect that an adult immigrant who enters Canada with no knowledge of English and whose previous qualifications and job experience fit him for a job requiring a wide-ranging command of spoken and written English would take up to five years to develop adequate fluency.

One could well envisage such an individual following a sequence of programs selected from Stage II options, the selection based on a large range of such program considerations as intensive vs. part-time; general purpose vs. general vocational vs. occupation-specific; location at a training institution vs. on-the-job; skills-upgrading/adaptation vs. skills-acquiring; achievement-tested vs. non-tested, and so forth. As well, these programs could be, wholly or partially, funded by one or more of the three levels of government, singly or jointly, and may involve the employer, a labor organization or a professional accrediting body.

There will need to be much more sharing of experiences and documentation of the current state of the art, both provincially and nationally, before Canada Manpower and the provincial Ministeries involved can sit down with business, labour and the professions, and the ESL profession and develop a working draft of a document which could serve as a basic set of guidelines for Manpower/vocational (Stage II) ESL programs. In our recommendations for a massive effort in the Workplace, for a national 'state of the art' study, for the formation of a Canadian National Industrial Language Training Council, and for a national TESL CANADA office to help coordinate, from a professional perspective, the documentation necessary for basic guidelines to be set out for new and more effective programs relating ESL to employment, TESL CANADA has indicated its willingness to participate in the employment-creating and employment-training challenges of the 1980s and beyond.

At this preliminary stage, this paper limits itself to recommending a summary outline of courses which Canada Manpower sponsor or continue to sponsor before more effective guidelines can be set down.

PRELIMINARY OUTLINE OF COURSES WHICH TESL CANADA ADVOCATES THAT MANPOWER SPONSOR:

37

I a) <u>General Purpose</u> ('Core'program)

Definition: - post-survival English, including a continuation of cultural orientation and basic job readiness clients: this course presupposes knowledge of the Roman alphabet and ability to read and write in the mother tongue.

II b) <u>ESL Literacy</u>

i) Definition - pre-reading and writing skills, including formation of letters, identification of symbols, basic vocabulary and grammar until control in listening and speaking is established.

ii) Clients: the non-literate, semi-literate and analphabetic.

III ESL Component in BTSD

Definition: Within the already-existing BTSD programme, a special ESL course for advanced students will enable the student to make the transition from the general ESL course to the regular BTSD program.

Clients: Advanced ESL students with identifiable academic goals who require transitional ESL support in the Academic Upgrading program.

IV Vocational ESL (VESL)

Definition: Language training with a focus on a skill or trade already acquired in his/her native country.

Clients: Skilled tradespeople requiring specific language to practise their trade.

V Special VESL - ESL component in specific trades program.

Definition: An ESL component set within the framework of the Trades program.

Clients: Students acquiring a new trade and needing specific language appropriate to the trade.

VI Professional ESL

Definition: Preparation for professional licensing exams for entrance into institutions of higher learning & language appropriate to specific professional needs.

Clients: Professionals, certified in their native country, seeking Canadian certification.

II Cooperative Work/School Programmes

Definition: A supervised work experience component in conjunction with an ESL program, with final evaluation based on language proficiency and job performance.

Clients: Skilled workers desiring exposure to the Canadian workplace while registered in a sponsored ESL course.

III English for Academic Purposes

Definition: 1) English skills necessary for functioning in a university setting and possibly 2) preparation for entrance tests for post-secondary institutions.

Clients: Pre-university students for whom English is a second language.

IX ESL Home Management

Definition: English language necessary to function effectively as a home-maker and parent, with a focus on school, health, nutrition, child-rearing, and home management.

Clients: Persons not planning to enter the workforce, but requiring orientation to Canadian home management.

the maintenance of part-time community classes: issues

Our recommendations for new programmes should not blind us to the very considerable positive work being done by professionals and volunteers working in part-time community classes. These classes may fall under the Citizenship and Language Training Agreement guidelines (fifty-fifty federal-provincial funded), be wholly provincial-funded, provincial-municipal, or provincial-municipal-community group/church supported.

These programmes are a necessary adjunct in Stage II to the Manpower/vocational options, and are particularly appropriate for those not working full-time, and their funding rationale is 'social' rather than 'employment'.

Under the present policy, part-time community classes have served many learners who under the policy recommendations made in this paper would be receiving full-time instruction in the WELCOME TO CANADA programme and in certain options at Stage II (eg. ESL/Home Management Focus). Indeed, in our policy proposals, initial language training would necessarily be full-time, with part-time 'social' options available as an adjunct to the Manpower/vocational Stage II options. Of course, part-time classes will always be needed by the backlog population.

Therefore, we do not see an eroding of the clientele for part-time programmes; rather, their clientele will be slightly different under our proposals and the social rationale for which they are funded will fit more accurately.

Maintenance of part-time community classes: recommendation

PART-TIME COMMUNITY CLASSES WILL CONTINUE TO BE A NECESSARY ADJUNCT TO STAGE II OPTIONS AND OF GREAT ATTRACTIVENESS AND TO PROGRAMMES DIRECTED AT THE LANGUAGE NEEDS OF THE BACKLOG POPULATION AND SHOULD CONTINUE TO BE SUPPORTED.

Non-formal supplements to formal instruction: issues

There is a whole range of non-formal supplements to the main programmes of instruction and orientation which form the core of the policy being proposed here. These programmes may fall under the rubric of 'continuing education', 'self-study' and 'non-formal education', are usually set up by, produced by, or monitored by an ESL professional, but rely for their effectiveness on volunteers, media, self-instructional material, or social animators.

non-formal supplements to formal instruction: recommendation

THAT THE SECRETARY OF STATE AND THE PROVINCES ENCOURAGE THE DEVELOPMENT AND USE OF THE FOLLOWING, AS NON-FORMAL SUPPLEMENTS TO FORMAL CLASSROOM TRAINING, WHERE APPROPRIATE:

A) LIBRARY AND LIBRARY RESOURCES FOR SELF-STUDY
B) CORRESPONDENCE COURSES (WITH TAPES) IN ESL
C) TELEPHONE TUTORING (
D) BUDDY-SYSTEMS
E) FRIENDSHIP FAMILIES (AS DEVELOPED FOR USE WITH GOVERNMENT-SPONSORED REFUGEES)
F) BILINGUAL PHRASE BOOKS, WITH TAPES
G) SPECIAL INTEREST COURSES IN ESL AND COOKING, ESL AND CRAFTS
H) COMMUNITY GROUPS LED BY BILINGUAL PEOPLE - LINKING AND BRIDGING WITH OTHER COMMUNITY GROUPS
I) TV COURSES IN ESL, ORIENTATION, ACCOMPANYING TEXT
J) RADIO COURSES IN ESL, ORIENTATION, ACCOMPANYING TEXT
K) MICRO-COMPUTER, HIGH TECHNOLOGY DEVICES FOR SELF-STUDY
L) HOME TUTOR PROGRAMMES ESPECIALLY FOR SENIORS, HOMEBOUND WOMEN, THE HANDICAPPED

C The Principle of Coordination

With such a complex field as immigration, language training and Manpower planning, it is not surprising that coherent planning is the exception rather than the rule. Although federal-provincial complexities will continue to prevail, within both levels there has been a fragmented "top management", with little communication between CEIC and the Secretary of State on the one hand and between provincial ministries on the other. The well-known Achilles heel of Canadian national educational planning, the CMEC (The Council of Ministers of Education, Canada) and its reluctance to play a more prominent role in developing national strategies completes the picture of fragmentation and inefficiency.

These potential sources of uncoordination have tended to impede coherent planning as a possible outcome of a newcomer settlement programme and prevent any comprehensive language-training policy from being initiated and carried out with clarity, at least on the national level.

We would like to, by way of contrast, draw your attention to the unique structure of TESL CANADA, with its broad geographical representation enriched by representation from both federal and provincial governments. (see appendix) Most of the "players" involved in newcomer settlement and language-training are there represented, and therefore,

TESL CANADA recommends that

40 TESL CANADA, AS THE BODY PRESENTLY CONSTITUTED WITH THE MOST COMPREHENSIVE REPRESENTATION OF THOSE INVOLVED IN LANGUAGE-TRAINING AND NEWCOMER RESETTLEMENT, AND WITH ITS UNIQUE PROVISION FOR BOTH FEDERAL AND PROVINCIAL GOVERNMENT REPRESENTATION, SHOULD BE CONSULTED DURING THE FORMATIVE STAGES OF ANY COMPREHENSIVE LANGUAGE-TRAINING POLICY AND SUBSEQUENTLY DURING THE PERIOD OF IMPLEMENTATION AND ON-GOING EVALUATION OF SUCH A POLICY.

Issue: greater coordination of federal government efforts

The federal government departments most concerned with language training and immigrant integration are housed in two separate ministries - the CEIC and the Secretary of State. We agree with the Minister of Employment and Immigration that "this division of responsibilities was set out in 1974 and does not fit well with some of the realities of 1981." We might add that it was the view of the Joint Parliament-Senate Task Force on Immigration in 1974 that this division did not fit well even then.

In 1981, however, there has been, as far as we can determine, greater CEIC-Secretary of State cooperation in the field of language-training than previously through the inter-ministerial task force which has been meeting through the summer and fall, and who have made a report to their respective Ministers in November, 1981. Although this was an internal report, we would expect that there is every reason to hope that greater coordination at the federal level will be possible in this area.

Indeed, there are strong arguments that the WELCOME TO CANADA program which we are recommending, should be a joint venture, involving the Citizenship Branch of the Secretary of State and the Settlement Branch of CEIC, both of which would require an expanded budget in order to carry out this major new initiative.

At present, the 'federal seat' on the TESL CANADA Council is held by a different ministry each term on a rotating basis. Possibly, if the CEIC-Secretary of State Task Force were to continue its existence in some form, the benefits of this collaboration could be seen in the TESL CANADA Council.

Greater coordination of federal government efforts: recommendations

THE CEIC AND THE SECRETARY OF STATE COLLABORATION IN THE FIELD OF IMMIGRANT RECEPTION, SETTLEMENT AND LANGUAGE-TRAINING, BEGUN WITH THE 1981 INTER-MINISTERIAL TASK FORCE, SHOULD BE CONTINUED.

THE WELCOME TO CANADA PROGRAM SHOULD BE FUNDED AND DIRECTLY OR INDIRECTLY ADMINISTERED BY THE CITIZENSHIP BRANCH OF THE SECRETARY OF STATE IN COLLABORATION WITH THE SETTLEMENT BRANCH OF CEIC, BOTH OF WHICH SHOULD BE FUNDED ADEQUATELY IN ORDER TO CARRY OUT THIS MAJOR NEW INITIATIVE.

Issue: New structures for federal-provincial cooperation

We note that the Allmand Task Force Report recommends the establishment of two new structures, a National Council of Employment and Training Ministers (federal and provincial), with a secretariat, and a non-governmental National Labour Market Institute made up of representatives from business, labour and education, with federal and provincial non-voting observers.

These two bodies would, if established, greatly facilitate overall federal-provincial government coordination and non-governmental involvement in Manpower forcasting, and policy formulation and implementation.

We note that in some parts of the country, federal-provincial-municipal advisory councils have been set up, largely in the wake of the 1978-80 influx of Boat People. These advisory councils may or may not allow for representation from the ESL profession, and there may be differences of opinion within the ESL profession as to the value of these mainly government advisory councils and as to the value of Provincial Association Representatives on these Councils. The Action Committee of TESL CANADA recognises that they may well be straying into provincial associations' jurisdiction, but decided that a recommendation could be made to support those provincial associations which are contemplating their participation in provincial ESL Advisory Councils:

New structures for federal-provincial cooperation: recommendation

TESL CANADA recommends that

43 PROVINCES BE ENCOURAGED TO ESTABLISH PROVINCIAL ESL ADVISORY COUNCILS TO INCLUDE ALL THOSE PARTIES WITH A MAJOR INVOLVEMENT IN THE ADMINISTRATION, FUNDING AND DELIVERY OF ESL.

Such a council would include the president of the provincial TESL CANADA association and, subject to the advice of that association, the provincial government representative on the TESL CANADA Council, if such a person has been identified.

The overall task of such a provincial council would be to oversee, implement, monitor and advise upon the interpretation of the comprehensive national policy in the particular provincial context.

Specific tasks would include: development of a more coherent standard of service institutions delivering ESL within the province, preparation of periodic reports for provincial dissemination of the actual implementation of the policy and related areas, encouragement of the development and dissemination of relevant orientation and citizenship material, and ensuring the bridging of institutional gaps ;and deficiencies in the delivery of the ESL service.

Since labour standards are largely a provincial matter, much could be done by this committee to oversee the relevancy of ESL instruction to the local provincial manpower needs.

Issue: Needed: a National focal point for activities relating to the English-language training needs of adult immigrants and refugees.

With the development of a comprehensive national language-training policy, one which would clarify and strengthen Canada's committment to both the social

and economic aspects of adult newcomer language training, there will be a stronger need than ever for a national focal point for the manifold activities subsumed under this new policy.

This focal point would serve as an independent body for applied research, critical analysis and advice on English language-training policies for immigrants. It could be the centre of a network of clearinghouses of information, and would be charged with the responsibility of convening or supporting the convention of national and regional ESL conferences, publishing proceedings and updating the professional network from coast-to-coast through a new Canada-wide professional publication focusing on applied research, and description and evaluation, of the new and innovative program designs which will undoubtedly emerge in the 1980s and beyond, linking newcomer language training and the world of employment and social integration.

At the present time, the organization best equipped to act as the focal point is TESL CANADA, as the only organization in the country who would be directly involved with language training services contained in the anticipated national policy, and the key structure for this national focal point would be the TESL CANADA Council. This body already provides for federal and provincial government (non-voting) representation, but could be expanded to include a limited number of other players to allow for liaison with the Labour Market Institute, and with other national organizations directly concerned for immigrants and refugees.

Needed: a national focal point: recommendations

THE TESL CANADA COUNCIL SHOULD BE UPGRADED TO THE STATUS OF STANDING CONFERENCE, WHICH WOULD INITIALLY BE FINANCED BY THE FEDERAL GOVERNMENT AS AN INDEPENDENT BODY CONCERNED FOR THE LANGUAGE-TRAINING ASPECTS OF ADULT IMMIGRANT AND REFUGEE SETTLEMENT, AND EMPLOYMENT-ORIENTED EDUCATION. THERE SHOULD BE PROVISION FOR THE STANDING CONFERENCE TO RECEIVE ADDITIONAL FUNDS FROM PROVINCIAL GOVERNMENTS AND THE PRIVATE SECTOR. THE STANDING CONFERENCE WOULD BE ESTABLISHED FOR A FIVE-YEAR PERIOD, SUBJECT TO EVALUATION AND CONTINUATION AFTER THAT TIME.

THE STANDING CONFERENCE SHOULD BE PROVIDED WITH A NATIONAL OFFICE AND THE CAPABILITY OF HIRING SMALL STAFF TO RUN ITS VARIOUS ACTIVITIES. THIS NATIONAL OFFICE WOULD DRAW UPON A SIMILAR EXPERIENCE IN THE UNITED KINGDOM, THE UNITED STATES AND AUSTRALIA AND WOULD INCLUDE AN INFORMATION CLEARING-HOUSE, NATIONAL IN SCOPE, A TOLL-FREE TELEPHONE LINE, AND FUNDING SUPPORT FOR A NATIONAL PROFESSIONAL ESL PUBLICATION. THE TOP PRIORITY OF THIS NATIONAL OFFICE WOULD BE TO DOCUMENT AND PROVIDE FOR THE DEVELOPMENT OF A STRONG INFORMATION NETWORK TO SUPPORT PROGRAMS DIRECTLY ARISING FROM THE NEW COMPREHENSIVE LANGUAGE-TRAINING POLICY.
IMMEDIATE ACTION BE TAKEN BY THE NATIONAL OFFICE TO CONVENE, WITHIN ITS FIRST YEAR OF OPERATION, WORKSHOPS, SEMINARS AND CONFERENCES, BOTH REGIONAL AND NATIONAL, TO READJUST PROFESSIONAL THINKING AND PRACTICE IN CANADA TO THE COMPREHENSIVE LANGUAGE-TRAINING POLICY IN THE 1980s.

issue: offices for provincial associations

Although some long-standing provincial associations (B.C. TEAL and TESL Ontario) do have offices, it should be the case for all provincial ESL associations, since the amount of work required of them in the event of a national ESL policy would go well beyond the resources of volunteer labour, however dedicated. Thus,

Offices for Provincial Associations: recommendation

AN OFFICE SHOULD BE SET UP AND ADEQUATELY STAFFED AND FUNDED FOR ANY PROVINCIAL ESL ASSOCIATIONS WITHOUT AN OFFICE.

D THE PRINCIPLE OF SETTLEMENT SUPPORT SERVICES

The clients of English language training classes for newcomers are typically clients of community agencies who provide a wide range of specialized settlement services, very often well past the minimum three-year period. Often, these community agencies offer classes in English and orientation directly, using ESL professionals and trained volunteers, or their programmes may specialize in the area of counselling and referral, help with job-search, housing and social-cultural support, drawing upon their strength in multi-lingual services and knowledge of the newcomer's cultural background.

The ESL profession in Canada rightly views those in community and social agencies who work with newcomers as a necessary complement of co-professionals devoted to making Canada's immigration-and-resettlement programmes work.

However, it is imperative that adequate and consistent funding be provided community agencies working in the field of immigrant and refugee resettlement. Many ethnic agencies are on the verge of bankruptcy due to insufficient and sporadic funding under the ISAP guidelines. In particular, we note the case of the Southeast Asian refugees, who continue to be served by private agencies well beyond the termination of their sponsorship and well beyond the arbitrary three-year limit on ISAP funding.

TESL CANADA recommends that

47 FINANCIAL SUPPORT BE INCREASED, NOT CUT BACK, FOR COMMUNITY AGENCIES PROVIDING SETTLEMENT SERVICES TO IMMIGRANTS AND REFUGEES

and that

48 THOSE COMMUNITY AGENCIES WHICH MEET THE STANDARDS CRITERIA OF THEIR PROVINCIAL PROFESSIONAL ESL ASSOCIATION SHOULD BE ENCOURAGED AND FUNDED TO PROVIDE SECOND LANGUAGE INSTRUCTION PROGRAMS AT STAGE I OR STAGE II.

THE PRINCIPLE OF CANADIAN CONTENT IN THE ESL PROGRAM

Although earlier in this paper, we spoke generally of the initial classes (reception programme) in terms of functional language competencies ("survival" English) was mentioned, there are important content objectives which, we feel, must be incorporated into the programme. These have variously been termed 'orientation", and "survival knowledge", "Canadian Studies for Newcomers", "Cultural Adjustment", and so forth. Whatever term is used, a definition of the content of the initial course, adopted at the Symposium, was:

> To enable newcomers to acquire a basic functional competency in written and spoken English, while gaining an understanding of their milieu, with as much critical awareness as possible of those aspects of Canadian culture, customs and institutions which affect their lives, so that the newcomer may participate actively in his new community in an as informed and purposeful way as possible. This content may be seen as the first step towards the newcomer taking the decision whether to apply for Canadian citizenship.

In this more specifically "citizenship" direction, general objectives for Canadian content might be stated as follows:

In the course of learning English as a Second Language, students will become aware of and conversant with:

(i) the rights, privileges and responsibilities of the individual (citizen and non-citizen alike) vis-a-vis other individuals, the governments and the community as a whole

(ii) the implications of choosing to become or not to become a Canadian citizen

(iii) the rights and responsibilities of Canadian citizens; in particular the right/responsibility to vote and/or run for elective office at the federal, provincial and municipal levels; the enumeration and balloting procedures

(iv) the chief characteristics of Canadian

(a) physical geography
(b) political geography
(c) social history
(d) political history
(e) cultural history

(v) the chief characteristics and functions of the three levels of government

(vi) the meaning and implications of Canada's official policy of multiculturalism and institutional bilingualism

TESL CANADA does not wish to give the impression that functional language teaching tied to orientation to Canada is the exception rather than the rule. Indeed, there have been long-standing programmes of ESL orientation in many centres across the country. However, these initiatives have been restricted to provinces and there has been very little in the way of individual Canada-wide consultation on the matter of citizenship/orientation content and ESL. Therefore, TESL CANADA recommends that

49 THE SECRETARY OF STATE BE URGED TO PROVIDE TEACHERS ACROSS CANADA WITH A CONSULTATIVE OPPORTUNITY TO COLLECT AND ASSESS MATERIALS AND APPROACHES CURRENTLY IN USE AND TO BEGIN THE PROCESS OF PLANNING NEW MATERIALS FOR CITIZENSHIP EDUCATION/ORIENTATION ESL.

This consultation process could best take place with the advice and participation of a TESL CANADA Committee on Citizenship and ESL, made up of representatives of the constituent provincial member associations. The establishment of such a committee was recommended at the Symposium.

F. THE PRINCIPLE OF PROFESSIONALISM

Issue: The Key Role of the ESL Professional

The key element in the process of delivery of language training, whether in its orientation/citizenship format or in the variety of Manpower/ vocational approaches, is the ESL professional.

It is in the day-to-day work of the ESL professional that the complexity of policy, funding, needs assessment and program innovation is translated into real human terms. The ESL field is uniquely complex, putting tremendous demands upon those who attempt to respond to the needs of the language-learner. Ultimately, a programme's effectiveness rests on the professional committment, the skill, the understanding and the sensitivity of those who deal directly with the immigrant in need of language-training services. The ESL professional is that person who has particular training for and commitment to the serving of some aspect of the range of needs of the ESL learner. While we may think first of the classroom ESL teacher in this category, counsellors, ESL teacher trainers, programme co-ordinators and interpreters might also be included.

The immigrant or refugee in Canada comes into contact with many people. It would be unrealistic to think that all these people will have an equal understanding of the immigrant situation or an equal willingness or ability to help. The student in school must take courses with teachers who have little sensitivity to the problems of a student whose native language is not English. He or she might be advised by a counsellor who equates language difficulty with intelligence and advises the student into a programme of study suited to neither his real abilities or inclinations. As a refugee, the student might have arrived in a community which is willing to help and receptive but has had no previous experience with some one from a totally

different language and cultural background.

Similarly, the worker whose language skills are unsuited to the nature of his job might receive little or no sympathy from his employer or fellow workers. With no sense of his rights, and no confidence in his place in in this new society, this person might end up suffering from serious depression and be doomed to a future in the workplace quite unrelated to his skills and abilities.

It is in this context that the role of the ESL professionals must be understood. They occupy the interface between the immigrant or refugee and the receiving society. In this position the ESL teacher has a responsibility to be trained and experienced in the areas which have a direct bearing on the work they do. Those who administer programmes serving immigrants and refugees should have practical training and experience that will help them to be sensitive to the situation of those they serve and will allow them to make decisions which are based on appropriate consultation and on an understanding of the real needs of those who are to receive help.

Ultimately, it is the responsibility of those who establish policy and supply funding to ensure that both are used to the fullest advantage to those whose needs they serve. One way of manifesting this commitment would be to insist that those who work with the newcomer have suitable training for the demands of that task.

<u>The Key Role of the ESL Professional: Recommendations:</u>

1. That ESL training, including cross-cultural sensitivity, be part of all teacher training programmes in Canada. Such training should be available on both an in-service and pre-service basis and be accessible to those whose primary work with immigrants or refugees may not be English teaching.

2. That those supplying funding for the delivery of ESL language training and support services ask for suitable training standards to be establis for those working with immigrants and refugees.

Issue: the Key Role of the ESL Profession

Although there have been Canadians helping adult immigrants acquire English so as to live and work more effectively in their new country, for over 100 years, it was only after the Second World War, with large-scale settlement planning for persons displaced by the War, that the need was fel for a more coordinated and concentrated language-training effort. By the mid-1960s, in some of the larger centres, a professional identity had emerged which, first in British Columbia and shortly after in Ontario and Quebec, saw the emergence of provincial E.S.L. associations. These associat worked in cooperation with provincial government authorities, school boards, and ethnic service agencies to develop and improve the standard of quality o service to all those newcomers and others needing to learn English.

The late 1970s and early 1980s saw provincial ESL organizations formed in Alberta, Saskatchewan, Manitoba and Newfoundland. The Maritime provinces although not yet organized into provincial associations (a regional associat has been discussed, however) have representatives on the TESL CANADA Council as does the North West Territories.

In 1978, TESL CANADA was formed as the Canada-wide federation of those associations involved in the teaching of English as a Second Language, with the following objectives set out in its consitution:

1. To promote communication among the various jurisdictions.
2. To encourage and support the promotion of policies related to TESL/D when compatible with the aims and objectives of the Federation.
3. To encourage the establishment of associations in jurisdictions where none exist.

4. To foster scholarship and research in areas related to TESL/D.

5. To co-ordinate the dissemination of information in fields related to TESL/D.

6. To allow for representation of its membership at the international level.

One great strength of TESL CANADA is that it grew 'from the bottom up' and represents the culmination, in an organizational sense, of the decade-long process of growth of ESL professional organizations in Canada. It is emphatically 'not another association' in addition to the provincial associations; rather it is the expression of the provincial associations' wish to keep in touch with each other and co-operate on issues which transcend the boundaries of any single province, as well as on international issues.

As was suggested above in the section dealing with the principle of coordination, TESL CANADA's strong relations with provincial associations needs to be balanced by greater strength at the national level ('national', again, in the sense defined earlier), so that a national policy could be initiated, implemented, and evaluated with the active support of a strong Canada-wide ESL profession.

The Key Role of the ESL profession: recommendations

50 THAT IN ACKNOWLEDGEMENT OF THE EXPERTISE AND PROFESSIONALISM OF THOSE ASSOCIATIONS WHICH FORM TESL CANADA, THAT TESL CANADA BE CONSULTED IN THE COURSE OF ANY FEDERAL POLICY FORMULATIONS AFFECTING ENGLISH LANGUAGE-TRAINING FOR IMMIGRANTS OR REFUGEES.

51 THAT FEDERAL SUPPORT BE GIVEN TO THE YEARLY COMPILATION, UPDATING AND DISTRIBUTION OF A DIRECTORY OF ESL TEACHER TRAINING COURSES.

52 THAT THE ESL PROFESSIONAL COMMUNITY CONTINUE TO WORK ON SUCH NECESSARY ADJUNCTS TO NATIONAL POLICY AS STANDARDS, PROGRAMME EVALUATION, MANPOWER/EMPLOYMENT ESL RESEARCH, WITH THE AIM OF ACHIEVING GREATER CROSS-PROVINCIAL COMPARABILITY.

53 THAT TESL CANADA ESTABLISH A SPECIAL COMMITTEE TO EXAMINE THE SUITABILITY OF THE AMERICAN TOEFL ESL TEST, USED BY MANY CANADIAN UNIVERSITIES AND SCHOOLS OF NURSING, TO DECIDE UPON ADMISSIBILITY OF DESIGNING, WRITING AND VALIDATING A BETTER, CANADIAN, ALTERNATIVE TO THE TOEFL TEST.

TESL CANADA DIRECTORY 81-82

PROVINCE/ TERRITORY	NAME	ADDRESS	TELEPHONE	ORGANIZATION	RELATIONSHIP TO TESL CANADA
ALBERTA	HO, Laura	5611-92C Avenue, Edmonton Alberta T6B 2K9	Home 468-3418 Bus: 427-7293 (403) -5501	ATESL	Rep for ATESL Vice-Pres. TESL CANADA
	BRUNNER, Bernie	1200 Rocky Mountain Plaza 615 MacLeod Trail SE Calgary, Alberta T2G 4T8	(403) 261-6353	Provincial Government	Government rep
BRITISH COLUMBIA	VENABLES, Sandra	1040 Emerson Way, N. Vancouver, BC V7H 2B1	(604)929-2474	TEAL	Rep for TEAL
	SELMAN, Mary	1845 W 36th Vancouver, BC V6M 1K8	Home:263-7251 Bus: 278-3433	Ministry of Education BC	Government rep
	Watson, Rose Marie	9900 Gilhurst Crescent Richmond, BC V7A 1P2	(604) 277-2457	TEAL	Past President TESL CANADA
MANITOBA	SCOTT, Theresa	69 Luxton Ave., Winnipeg MB R2W 0L7	Res: (204) 582-9164	ESL Chapter of MMLA	Rep for ESL Chapter of MMLA Secretary-Treasurer TESL CANADA
	PHILLIPS, D'Arcy	610 - 401 York Avenue Winnipeg, MB R3C 0V8	Home (204) 284-6223 Bus: 944-4214	Immigration & Settlement Branch, Dept. of Labour & Manpower	Government rep

APPENDIX A

PROVINCE/ TERRITORY	NAME	ADDRESS	TELEPHONE	ORGANIZATION	RELATIONSHIP TO TESL CANADA
NEW BRUNSWICK	CHIASSON, Sister Yvonne	Université de Moncton N.B. E1A 3E9	Home: (506) 388-4022 Bus: 858-4246		Associate member from unorganized province
NEWFOUNDLAND/ LABRADOR	WHITE, Joyce	6 Nottingham Dr., St. John's Nfld. A1E 4E7	(709) Home: 579-4210 Bus: 759-0688	TESL Nfld.	Rep from TESL Nfld.
NORTHWEST TERRITORIES	MALLON, Mick	Bilingual Education Project Frobisher Bay, NWT X0A 0M0	(819) 979-6341	Gov't NWT	Associate member from unorganized territory
NOVA SCOTIA	McDONALD, Linda	ESL Dept. of Education Halifax, N.S. (Box 578) B3J 2S9	(902) 424-5605 (Bus.)		Associate member from unorganized province
ONTARIO	ELSON Nick	152 Walmer Road, Toronto M5R 2X9	Bus.667-6300 Res.960-8712	TESL Ontario	Rep from TESL Ontario
	BUTOVSKY, Lillian	Ministry of Culture & Recreation 454 University Ave. Toronto M7A 2R9	964-4331	Provincial Government	Government rep
PRINCE EDWARD ISLAND	THORKELSON, Myra	13 Lilac Avenue Sherwood, P.E.I. C1A 6L3	(902) 892-3870 894-5452Bus.	Holland College	Associate member from unorganized province

PROVINCE/ TERRITORY	NAME	ADDRESS	TELEPHONE	ORGANIZATION	RELATIONSHIP TO TESL CANADA
QUEBEC	BOECKNER Keith/Joan	2158 Bois Joli Sillery, Quebec G1T 1E	(418) Bus. 694-2180 Res. 681-2225	SPEAQ	Rep from SPEAQ
SASKATCHEWAN	ZIKMAN, Joanne	1801 Broad Street Regina S4P 1X7	(306) Home 584-5147 Bus 569-3811	SCENES	Rep from SCENES Communications Coordinator TESL Canada
	QUIGLEY, Allan	Dept. of Continuing Educ. Regina 1855 Victoria Ave. S4P 3V5	(306) 565-5597	Provincial Government Sask.	Government Rep
FEDERAL GOVERNMENT SECRETARY OF STATE	McMAHON, Maureen	Language Programs Terasses de la Chaudiere 15 Eddy Street, OTTAWA K1A 0M5	(819) 994-1966	Federal Gov't.	Amica Curiae
	CZERNY, Bob	Promotion & Education Citizenship Registration 15 Eddy Street, HULL	(819) 994-1633	Federal Gov.	Government rep.
ONTARIO	MARTIN, Ian	180 Fulton Ave. Toronto M4K 1Y3	(416) Res. 429-2845 Bus. 487-6213		Coordinator of Action Committee on Formulation of National Policy of TESL CANADA.

TESL Association of Ontario

ANNUAL CONFERENCE ON TEACHING ENGLISH AS A SECOND LANGUAGE

SYMPOSIUM ON SOUTH EAST ASIAN REFUGEES

THE PROVISION OF SECOND LANGUAGE INSTRUCTION: TOWARD A NATIONAL POLICY

Co-sponsored by TESL Canada

Thursday, December 4, 1980
8:30 a.m. — 4:30 p.m.
Sheraton Centre

The purpose of this Symposium is to enable persons working with Refugee resettlement programs throughout Canada to meet, discuss mutual problems and concerns, and develop recommendations for a national policy on the provision of second language instruction for refugees to this country.

Participants will include TESL representatives from every Canadian province involved in refugee resettlement: the British Council; the Centre for Applied Linguistics, Washington; Provincial Ministries of Education; the United Nations High Commission for Refugees, Ottawa; and government agencies, non-governmental educational associations, refugee associations, social service and social action groups involved in working with refugees.

PROGRAM

8:30 a.m. — 9:00 a.m.	Registration and Coffee
9:30 a.m. — 11:00 a.m.	Brief presentations by invited speakers. Identification of Themes
11:00 a.m. — 11:30 a.m.	Assignment of participants to Theme groups.
11:30 a.m. — 1:30 p.m.	Theme groups meet for working session. Luncheon provided.
1:30 p.m. — 2:30 p.m.	Theme groups report back to plenary session, providing description of the problem, evaluation and recommendations for policy solutions.
2:30 p.m. — 4:30 p.m.	Consideration of Theme group recommendations by plenary session; articulation of comprehensive recommendations.

All persons involved with the provision of English as a Second Language instruction to adult refugees, especially in the provision of Vocational ESL are invited to register for this Symposium. As all registered participants will receive advance reading material that will provide a partial basis for discussion, pre-registration is required. The proceedings of the Symposium will be sent to all participants prior to submission to the Federal Government.

For Registration Materials, call the TESL Office **(416) 593-4243 or 593-1037**

PLEASE POST

APPENDIX C

Presenters and Discussion Group Leaders

Dr. George Bancroft	Director, Citizenship Division, Ontario Ministry of Culture and Recreation
Joyce White	TESL Newfoundland
René Enguehard	Ministry of Education, Newfoundland
Susan Falvo	Holland College, Charlottetown
Myra Thorkelson	P.E.I.
Barbara Davison	Halifax, Nova Scotia
Linda McDonald	Dept. of Education, Nova Scotia
Sr. Yvonne Chiasson	Université de Moncton, New Brunswick
Rose Marie Watson	Vancouver Community College and B.C. TEAL
Chiang-li Hsu	Vancouver Community College
Wendy Uncles	Edmonton Area Refugee Services
Charlotte Gaffeney	Calgary, Alberta
Penthes Rubrecht	University of Regina
Joanne Zikman	Regina Open Door Society
D'Arcy Phillips	Dept. of Labour and Manpower, Manitoba
Ed Kuntz	George Brown College, Toronto
Geri Michalski	Etobicoke School Board, formerly with IRS Unit, Ontario Ministry of Culture and Recreation
Barbara Sandilands	Project 4000, Ottawa
Anne Hume	Operation Lifeline, Toronto
Anna Gris	Mohawk College, Saltfleet Campus, Stoney Creek
Julius Matteis	St. Clair College, Windsor
Lillian Butovsky	Ontario Ministry of Culture and Recreation
Vena Presner	Ontario Association of Continuing Education
Mary Ellen Belfiore	Seneca College, Toronto
Michael Quiggin	Greater Toronto Southeast Asian Refugee Task Force
Wendy Earle	Algonquin College, Pembroke, Ontario
David Cooke	Glendon College, York University
Liz Coelho	North York School Board
Dr. San Nguyen, M.D.	Royal Ottawa Hospital
Janna Fox	Willis College, Ottawa
Maureen Hynes	George Brown College, Toronto
Virginia Sauvé	Alberta Vocational Centre, Edmonton
Edna Rigby	Ministry of Culture and Recreation
Rosalind Elson	Ministry of Culture and Recreation
Pia Moriarty	Alemany College, San Francisco
Freda Hawkins	Dept. of Political Economy, University of Toronto

Special thanks to Maureen Callahan, Linda Prue and Kay Robinson of TESL Ontario for taking charge of the local organization of the December 3, 1980 Symposium.

1. That a collaborative system be developed among all providers of English language training in Metropolitan Toronto to ensure program quality and inter-relationship;

2. That comprehensive standard assessment procedures be used by all providers of English language training either through the resources of an individual provider or through a service to which the provider has access and that these assessments include language competence and employment skills and interests of the refugee;

3. That career counselling and English language training information and referral be provided by services specifically identified for this purpose;

4. That English language training providers such as community colleges, boards of education and community agencies be enccuraged and given incentives by their respective funders to, in collaboration one with the other, provide a broad range of English language training programs from those designed for people who are illiterate in their own language to those applicable to the specific vocational interest of an individual;

5. That child care support services be included in appropriate numbers of all types of ESL programs so that all parents might have equal access to ESL training and, to this end also, that part-time ESL programs be offered at a variety of times to accommodate those on shift work;

6. That government sponsored and group sponsored refugees receive equal opportunity for English language training through equal access to ESL programs, especially those at the community colleges, and income maintenance while attending such programs;

7. That Canada Employment Centres adapt their policies, especially those regarding provision of service in the language of the client and those pertaining to vocational up-grading, to meet the language and vocational up-grading needs of the refugees - one aspect of this would be to increase the number of bilingual and bicultural staff at the Centres and to encourage those agencies with whom vocational up-grading programs are contracted to employ bilingual teachers and/or aides; and,

8. That bilingual community employment programs continue to be supported through the Outreach Program of CEIC but that attempts be made to support these resources with the information systems of the Canada Employment Centres.

action from a speech by the Hon. Lloyd Axworthy, Minister of Employment and mmigration, March 21, 1981, referring to language programs.

Language Programs

. In the array of government services available to new immigrants, none is more important than language training. As Sheila Arnopoulos noted in her 1979 study on the problems of immigrant women, done for the Canadian Advisory Council on the Status of Women, the lack of knowledge of one of the official languages is a serious obstacle to entry and advancement in the labour market.

The inability to speak English or French brings with it social and family problems. An immigrant woman without this ability cannot take part in her child's activities at school or in extra-curricular events. She may have problems communicating with doctors and government agencies. She will also be frustrated when she wants to participate in community life in her local environment - at work and in the stores, streets and playgrounds. Her feelings of isolation can develop into emotional problems. I am sure that we all recognize that language training is the key to successful settlement for many immigrant women.

At present the government does not have a comprehensive federal policy on language training for immigrant women. My commission provides language training through provincial institutions for those immigrants who want to go directly into the labour market. And the Secretary of State Department provides language training and courses through provincial institutions to prepare immigrants for Canadian citizenship. But neither program explicitly recognizes language training as the key factor in immigrant integration.

In fact, when the government's language training are closely scrutinized, we find that the most economically vulnerable immigrants, namely unskilled immigrant women, receive the least benefit from them. Immigrant women are in a serious dilemma. They are eligible for the Commission's language training program, providing they intend to enter the workforce and their lack of language skills is preventing them from securing employment in their usual occupation. However, if a woman is unskilled or has limited occupational skills or qualifications. she will likaly not qualify for language training because her ability to speak English or French is not the reason she cannot get a job. Garment workers, dishwashers or hotel maids are oft-n in this situation.

If an immigrant women decides to accept a job in this type of employment, she can enroll in the part-time language training classes provided by the Secretary of State's Department. But working long hours, caring for a family and attending part-time classes often proves impossible. If she wishes to update her occupational skills, she may not qualify for vocational training because of her lack of fluency in English or French. Finally, as if this were not enough, if she does succeed in qualifying for the Commission's intensive language training, she will not receive a living allowance if she is a family class immigrant or a privately-sponsored refugee.

To fill the gaps and remove the barriers in our program criteria, we are now working on the development of a new integrated language training program available to all immigrants on demand. The main objective will be integration into Canadian society; labour force attachment or citizenship certification would be ancillary objectives.

The responsiveness of this integrated language training program to the needs of immigrant women could be ensured in two ways.

First, we are examining the use of flexible delivery systems such as public television and outreach services as well as part-time or on-the-job courses. Tying together classes for pre-school children and mothers and all-female classes with female instructors for cultural groups who are uncomfortable in co-ed classes, are also being considered.

Second, we must look at flexible curricula to fit specific client needs, including special classes to gain basic language skills and more advanced classes for individuals who already have some language ability.

We look forward to your views as we develop a new language training program. And, let me make it clear that this in one initiative that we are determined to take.

2. SUMMARY OF RECOMMENDATIONS

FEDERAL GOVERNMENT

Social

It is recommended that:

1. realistic and relevant pre- and post-arrival orientation be provided to all immigrants.
2. Immigrant Settlement and Adaptation Program (ISAP) funding be based on need, not cut off merely by a three-year residency clause.
3. ISAP fee-for-service be replaced by a simplified system of cost accounting to ensure accountability.
4. the Secretary of State authorize a balanced mix of demonstration and core programs within its multicultural section.
5. there be more joint internal/external evaluation of programs with the external sector providing on-going monitoring and advice.
6. access to a readily available source of information be systematically provided to all immigrants.
7. there be an increased number of multicultural workers operating in communities to build bridges to existing resources.
8. all governments recognize their responsibility to multiculturalize their own personnel to reflect the community they serve.
9. preventive social services, e.g. Family Life Adjustment Programs be offered.

Education

It is recommended that:

1. bilingual home/school/community liaison workers and bilingual teacher aides be given medium term contracts and more appropriate remuneration and that they receive appropriate training and supervision.
2. that the number of such workers be increased to meet the increasing need.
3. language training be available to all non-English/French speakers on the basis of need (e.g. survival, upgrading, job orientation, etc.)

4. the educational-social needs of adult students be recognized and met by counselling or referral to appropriate community agencies.

Employment

It is recommended that:

1. programs be set up for orientation of immigrants to jobs, the Canadian labour market, the apprenticeship system, unions, labour standards, rights under the Labour Code and Human Rights legislation, and for giving information as to how to seek and to obtain employment.
2. some of the counsellors and others who give direct service to immigrants in Canada Employment Centres (CEC) be able to speak the languages of the larger client groups.
3. CEC workers be able to work effectively with multicultural clients.
4. some CEC workers be specially trained to work with immigrant youth.
5. CECs employ multilingual-multicultural workers to address the special needs and problems of the immigrant in the workforce and to do outreach work with other agencies and with employers who hire large numbers of immigrants.
6. realistic and fair evaluation of foreign education, training and work experiences be available to all immigrants.
7. job-related or work-specific English language training be available.
8. English language training be available at the workplace when immigrants cannot attend other ELT classes.
9. Canada Employment-sponsored ELT classes be available to all immigrant women no matter what their immigration status or length of residence in Canada.
10. more training programs for entry jobs be available where there is a high demand for workers (e.g. homemaking, power sewing, janitorial work, hotel work, and other service jobs).
11. immigrant workers (especially women) be informed of their rights to join with other workers under rights of association clauses in labour legislation in order to form unions.
12. all levels of government develop affirmative action programs to help break down the barriers that immigrants face in employment.
13. inspection procedures be improved so that workers do not have to rely on redress through complaint for non-payment of the minimum wage.
14. fines be increased for those employers who break the law.
15. the minimum wage coverage be extended to domestic workers.
16. a system of matching/upgrading skills to the Canadian workplace be instituted.

Special Groups

It is recommended that:

1. men and women from traditional societies be given orientation to the North American concept of equality before the law between the sexes in employment, social standing, educational opportunities.
2. counselling services prepare families for possible changes which may occur during the resettlement period, such as:
   a) changes in economic and social status roles
   b) changes in traditional roles of family members.
3. immigrant women be given opportunities to develop their potential by access to
   a) English language training
   b) pre-employment training
   c) orientation to the workplace
   d) on-the-job language training
   e) daycare facilities as needed.

4. social support groups or family groups be set up for young unattached immigrants.
5. individual and group counselling services be provided to assist young immigrants with social, educational and/or work-related adjustment problems.
6. more pre-vocational courses be made available to older teenagers with little English, education, and opportunity for employment.
7. orientation to Canadian lifestyles, values and customs be available to older teenagers in a seminar-type setting with Canadian members of their own peer group.
8. orientation to Canada be given in native languages utilizing films, field trips and special occasions.
9. language training be provided within the context of socially-oriented programs.
10. assistance be provided to those communities without the resources to meet the needs of their immigrant populations.

Building Positive Attitudes in a Multicultural Society

It is recommended that:

1. orientation to Canadian life programs sponsored by the host community be available to immigrants on a frequent basis.
2. orientation be actively encouraged through all the media (T.V., film, radio, newspapers, magazines).
3. a resource team and information centre be developed to work with both the host and immigrant communities, helping them to appreciate the cultural diversity in Vancouver.
4. human service policy-makers and staff be given cross-cultural training.
5. multicultural liaison staff be available as resource personnel to assist with the adaptation and sensitization of both host and immigrant communities.

Funding

It is recommended that:

1. the three-year limit for ISAP funding be removed.
2. the accountability requirement (i.e. fee-for-service) be met by a simplified system of cost accounting.
3. provision be made for long-term funding (three to five years) to allow for continuity of staff and service, longer term program planning and more efficient operation.
4. there be a yearly evaluation of funded program services as a condition of continuous funding.
5. all levels of government recognize the social cost of integrating newcomers to Canadian society by budgeting a per capita sum for each immigrant to fund social settlement services.

Implementation: Strategies and Responsibilities

It is recommended that:

an *Immigrant Settlement Advisory Board* be formed with representatives from the three levels of government, from the community agencies involved in immigrant settlement services, and from the major immigrant communities.

The responsibilities of this board would include:

a) the provision of opportunities for consultation and coordination of services.
b) the provision of input to policy development to all levels of government.
c) identifying gaps in settlement services.
d) recommending improvements in the delivery of appropriate services.

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